HISTORY OF PUBLIC-SCHOOL EDUCATION IN FLORIDA

CHAPTER I

RISE OF THE PUBLIC SCHOOL IN FLORIDA

I. FIRST ATTEMPTS AT PUBLIC EDUCATION

The history of public education in Florida may be said to date as far back as 1822, the year in which Florida was organized as a territory by Congress; for that year every sixteenth section of land throughout the Territory was reserved by the General Government for the purpose of aiding in the maintenance of primary schools.[1] But for nearly a decade no popular interest in the matter of education seems to have been manifested, except in connection with some Spanish mission schools maintained by the Catholics.

Florida Education Society.—On January 22, 1831, however, an educational society known as the Florida Education Society was formed at Tallahassee, with some of the leading people of Florida as its members.[2] This was an institution arranged upon very much the same plan as a state lyceum, though its primary object[3] was "to collect and diffuse information on the subject of education, and to endeavor to procure the establishment of such a general system of instruction as is suited to the wants and condition of the Territory." Persons were admitted to its membership by election and upon the payment of a membership fee of two dollars.[4] The society met once every three months; its directors, once every month.[4] As we shall see in the following paragraphs, it had considerable influence in the way of arousing public interest in "the sacred cause of education."

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[1] Prior to this there is no record of any educational activity whatever in Florida. If any schools were maintained, they were probably all in the hands of the Catholic clergy, as the resident population of the Territory were largely of this denomination.

[2] The officers of this society were: David Floyd, Esq., president; Moses E. Levy, Esq., Dr. Edward Aiken, and B. D. Wright, Esq., vice presidents; D. Davidson, corresponding secretary; E. B. Perkins, recording secretary; Parsons O. Hays, treasurer; Joseph W. Field, Turbutt R. Betton, John Duval, William Williams, and Parsons O. Hays, directors.

[3] See *American Annals of Education and Instruction,* Vol. I (May, 1831), p. 225; quoted from the *Education Reporter* of that year.

The Educational Society at St. Augustine.—Auxiliary societies of the Florida Education Society were organized in various parts of the Territory. The most important of these was the St. Johns and Mosquito County Society, at St. Augustine, the object of which was to promote the educational welfare in the counties after which it was named. Like the other branches, it could appoint delegates to attend the meetings of the parent society; and the latter also could appoint delegates to its meetings. These delegates were entitled to all the privileges of membership in the society they were attending. Like the other branches, too, the St. Johns and Mosquito County Society was required to report to the parent society all the information it could obtain regarding the educational interests of its citizens. It seems to have been quite active, and to have helped considerably in awakening an interest in education in the counties for which it was formed.[5]

Educational Status of St. Johns and Mosquito Counties.—A report of the educational society at St. Augustine gives us the following information relative to the state of education in St. Johns and Mosquito counties for 1831:[6]

> "The board, in attending to the state of education in both counties, have to say that, according to the census taken last year, there are 579 white children of both sexes under 15 years of age—238 of which are under 5—10 in Mosquito County and 569 in St. Johns. The number of children in our city (St. Augustine)—the only one where a school is found—is 463; that is to say: in Castle Ward, 105; in Custom-house Ward, 168; in Hospital Ward, 87; and in Barrack Ward, 103. Of these there are 137 children of both sexes which attend school daily. Of the nine schools, there are three containing 57 children, conducted by teachers qualified to impart elementary instruction in the respective branches of education. The rest may be considered as primary schools of all sorts, which, from the very reduced salary their parents can afford to pay, cannot much be depended upon for their stability.
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> "Thus we see that out of the number of 341 children, between the ages of 5 and 15, there are but 57 who are likely to obtain elementary

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[4] *Loc. cit.*

[5] See *Amer. An. of Ed. and Ins.*, I, 225 and II, 94–96.

[6] See *Amer. An. of Ed. and Ins.*, II (Jan. 15, 1832), p. 95.

> education; 80 receive but precarious instruction; and 204 are left to grow up in ignorance and its attendant consequences. From this number, however, there are about 30 boys who have been receiving for the last three months two hours' daily instruction in spelling, reading, and even writing."

Under the influence of the society just referred to "a subscription was set on foot for the establishment of a free school at St. Augustine," that being the largest school community of the district.[7] The committee having this in charge were at first greatly encouraged. They reported that interest in public education in that region was rapidly increasing. However, there is no evidence of the success of the attempt. The public-school interest, of which the committee spoke so encouragingly, appears to have soon subsided. We hear of no more attempts to establish a free school at St. Augustine for over two years.

Condition of Education in the Territory.—From the report quoted above we also gain an insight into the educational status of the Territory from its cession until 1832. After speaking of the apathy and prejudices of the people of Florida respecting education, of the encouragement furnished by the educational progress of the North, of the lack of interest in public education among the people of the South, and finally, of the importance of a system of education for a state and a nation as a whole, we are given this additional information on the condition of education in the Territory:[8]

> "But when the Floridian looks at home, the importance of a general system of education in a national point of view is lost sight of in the consideration of education in the Territory since the cession, among a large and increasing population, a large portion of which can neither read nor write, the indifference with which the want of education is viewed by a great majority, and the obstacles which the scattered population presents, rendering the establishment of even a limited system of common schools extremely difficult, if not impracticable."

Provision for a Manual-Labor School at Tallahassee.—About this time the manual-labor schools established by Fellenberg in Switzerland were being strongly recommended by many educational leaders in the United States. A committee appointed by the Governor of the Territory to study the conditions of the schools

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[7] See *Amer. An. of Ed. and Ins.*, II, 96.

[8] *Ibid.*, 94-95.

Legal Organization of the School System in 1845.—Summarizing the early educational legislation in Florida, we find that the legal organization of her school system in 1845 may be briefly outlined as follows:

The administration of the schools was placed in the hands of a board of trustees for each township, the judges of the county courts, and the secretary of the Territory. The trustees, who were elected by popular vote, were directed to care for and rent out the sixteenth-section lands, appropriate the revenue to educational purposes, establish and maintain schools, and to do whatever was related to the welfare of the schools in their township. They were also directed to report annually to the judges of their county the number of teachers employed in the schools, the number of children enrolled, the various subjects taught, and such other information as they might think expedient. The judges of the county courts were to serve as school superintendents in their respective counties. As such they were to see that the sixteenth-section lands were properly cared for, that the income derived from them was inviolably appropriated to the use of schools, and to have the oversight of all matters pertaining to the advancement of the schools. They were also to make an annual report to the secretary of the Territory concerning the condition of common-school education in their respective counties. There was no territorial board of education or school superintendent. The secretary of the Territory was the only territorial officer with any school duties, and his work in connection with the schools was simply to revise the reports of the county judges and lay the results before the legislative council. Beyond this there was no provision for any centralized control or supervision of the schools. The administration of the schools, therefore, was almost entirely local, the unit of organization being the township.

The common schools were to be sustained by the income from four sources — the sixteenth-section lands, the net proceeds of all escheated property, the funds to be obtained from the national treasury under the surplus revenue act, and ten per cent of all the territorial tax and auction duties that might be received,[33] the income from this last source to be used "for the education of poor orphan children." There seems to have been no provision whatever for a tax for the support of schools. However, the income from the above sources appears to have been supplemented by tuition fees, which were charged all children except those of the poor; at any rate, there was no requisition that the schools should be free, except to the poor.

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[33] The Territory also assisted education by means of lotteries. In 1834 Quincy Academy was authorized to raise twelve hundred dollars by this means (see Laws of Florida, 1834, p. 56). That same year the mayor

There were no provisions regarding the erection and care of school buildings, the length of the school term, the branches to be taught, the textbooks to be used, the certification of teachers, and several other important matters. There was no provision even for the professional training of teachers, except that of an act approved February 11, 1838,[34] making it the "duty of the county court, in each respective county of the Territory, immediately upon the organization of the Dade Institute,[35] of Florida, to send one young man to the said institute, to be educated as a schoolmaster, from the county from which he shall be sent."

Actual Gains to Public Education, 1822–1845.—Having thus summarized the legislation in Florida relative to the sixteenth-section lands for the period from 1822 to 1845, and having also noticed the form of legal organization that was perfected for utilizing the benefits to be derived therefrom, it now seems proper to review and take stock of the actual gains to the cause of public-school education during this period.

As we have already seen, abundant legal provision appears to have been made for securing considerable public-school revenue from the sixteenth-section lands reserved by Congress for public-school purposes. Unfortunately, however, the laws respecting these lands seem never to have been faithfully executed. In fact, in many instances they were not even put into operation. Governor W. D. Moseley, in his message to the general assembly of 1846, said that the laws had been so poorly enforced that trespassers of the school lands had been enjoying, "without even reproach," their "ill-gotten gains."[36] He also stated that

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and aldermen of St. Augustine were empowered to raise ten thousand dollars by a like device for the establishment and maintenance of a free school (see Laws of Florida, 1834, p. 64).

[34] For this act see Laws of Florida, 1838, p. 60.

[35] This school was chartered the same day. For the act chartering it see Laws of Florida, 1838, pp. 64–67.

[36] *Vide* H. J., 1846–47, p. 8; also S. J., p. 7.

the money which had been received from the rent of the school lands had been "not only wholly useless, but what is much more humiliating, shamefully neglected or criminally squandered."[37] It is quite evident, therefore, that very few, if any, of the townships got much benefit from their sixteenth-section lands. However, as to the amount of money actually used for the support of schools, there appears to be no record.

As we have also seen, by the close of the period a fairly good school law had been perfected; but, like the other legislation that we have noticed, there were many townships in which it was never carried into effect. As far as can be ascertained, only a very few strictly public schools were ever established,[38] the principal ones being the Monroe County School,[39] located at Key West, and the Franklin County School;[40] and but few of these were entirely free, except to the poor children. In consequence, they were probably of brief annual duration, and attended almost wholly by orphans and children of indigent parents.

It may be asked: "Where did the children of the wealthier class of people receive their instruction?" Of course, some of them attended the common schools of Florida; but, for the most part, they were sent to schools of the Territory known as academies, institutes, and so forth. And, as in the case of the common schools, the records of these institutions are very meager, but we have enough data to show their existence. It seems that they were mainly primary and secondary schools combined, and in most cases they were probably more primary than secondary. The leading ones, together with the date of their incorporation, were as follows: Leon Academy, 1831; Pensacola Academy, 1831; Jefferson Academy, 1832; Quincy Academy, 1832; Bethel Academy, 1832; Marianna Academy, 1833; St. Augustine Free School, 1834; Calhoun Academy, Leon County, 1836; Gadsden Academy,

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[37] *Ibid.*, pp. 7 and 6, respectively.

[38] In 1840, according to the United States census report for that year, there were but 51 common schools, with an enrollment of only 925.

[39] This school was incorporated March 14, 1844 (see act entitled "An act to organize the Monroe County School," in Laws of Florida, 1844).

[40] This school was incorporated March 15, 1844 (see act entitled "An act to provide for the establishment of a public school in the county of Franklin," in Laws of Florida, 1844). It was "for the education in rudimental branches of the poor children of said county." Tuition was free.

1837; Southern College, St. Augustine, 1837; St. Andrews College, Washington County, 1838; Dade Institute, 1838; Oscilla Academy, 1839; Maccasukie Academy, 1839; Calhoun Academy, Madison County, 1839; Alachua Academy, 1839; St. Joseph Academy, 1840; Cherry Lake Academy, 1841; Hamilton Academy, 1841; Salem Academy, 1841; West Florida Collegiate Institute, 1844; and Leon Female Academy, 1845.

What then were the actual gains to public-school education in Florida during this period? Unfortunately we have very little data concerning the various phases of public education. In fact, as Dr. A. D. Mayo tells us,[41] there appears to have been but little to report with regard to the result of the first attempts to plant the common school in Florida. And this is what one would naturally expect, considering the large amount of unexplored territory, the sparseness of the population, the lack of wealth, and the barbarous effects of the Indian war waged in the Territory. But the history of the public school in Florida from 1822 to 1845 is to be understood not so much by the results actually achieved, such as the number of schools taught, children enrolled, teachers employed, and the like, as by the growth of the idea of universal education. Viewed from this angle, we find, from the number of educational societies established, the legislation passed with respect to the school lands, and the school law that was evolved, that by 1845 Florida had at least taken a step in the direction of education for the masses; and this compares favorably with what was accomplished in any of the other Southern States.

SUMMARY

Very little, if any, public interest in education in Florida seems to have been manifested until 1831. That year some public-spirited citizens of Tallahassee, deploring the educational conditions of the Territory, organized what was called the Florida Education Society. The main object of this society, together with its branches, which were formed in several towns in the Territory, was to diffuse information on the educational status and needs of the people, and to pave the way for the establishment of a general system of instruction. These societies aroused an interest in education seldom seen in a new and sparsely settled region. A number of schools were immediately established, the principal ones being the schools at St. Augustine and the manual-labor school at Tallahassee. Unfortunately the ardor of this progressive spirit seems to have soon subsided. In a few years the societies themselves ceased to exist, and we have no record that any others were established in their place.

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[41] Mayo, A. D., "The Organization and Development of the American Common School in the Atlantic and Central States of the South, 1830 to 1860"; in the Report of the United States Commissioner of Education, 1899-1900, Vol. I, p. 491.

Just what was attempted with reference to public schools in the territory of Florida can perhaps best be seen by noticing the school legislation. A number of laws were passed, the main ones being those pertaining to the sixteenth-section lands which had been reserved by Congress for common-school purposes. The first act of the legislative council for the preservation of these sixteenth-section, or common-school, lands was passed in 1828. Other acts regarding the preservation of these lands were passed in 1832, 1834, and 1835. But no attempt was made by the territorial authorities to utilize the benefits to be derived therefrom until 1839, when the first school law was enacted. This directed that three trustees should be chosen in each township to care for and lease the school lands and to apply the income accruing from the same to the instruction of the children. Several amendments to this law were made, the principal one being that of 1845. That year there was authorized a partial supervision of the action of the township trustees by the county judges, who were to act as superintendents of common schools in their respective counties. The trustees were directed to report annually to the judges, who were to consolidate the returns and submit them to the secretary of the Territory, by whom the results were to be laid before the legislative council.

Just what was actually accomplished by the efforts to establish a general system of instruction in the Territory of Florida, no one can say, on account of the meager records we have. As far as we can learn, only a few real public schools were ever established. The chief gain seems to have been in getting the people to see the importance of public education.

CHAPTER II

RISE OF THE PUBLIC SCHOOL IN FLORIDA—*Concluded*

II. Beginnings of the Public-School System

Having noted the efforts that were made to plant a system of public schools in Florida, while it was still a territory, let us now turn our attention to a summary of the efforts made from 1845, the year it became a state, until 1869, when the present public-school system was established. In the first place, let us examine the educational provisions of the constitution of the State and of various acts of the legislature.

A. Constitutional and Legal Provisions

Constitution of 1845.—The first constitution of Florida,[1] adopted on the third day of March, 1845,[2] had the following provisions concerning education:[3]

> "Section 1. The proceeds of all lands that have been, or may hereafter be, granted by the United States for the use of schools and a seminary or seminaries of learning, shall be and remain a perpetual fund, the interest of which, together with all moneys derived from any other source applicable to the same object, shall be inviolably appropriated to the use of schools and seminaries of learning, respectively, and to no other purpose.
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> "Section 2. The general assembly shall take such measures as may be necessary to preserve from waste or damage all lands so granted and appropriated to the purpose of education."

As may be seen, the constitution of Florida for 1845, like many of the other early state constitutions, gave but scant recognition to education. It contained only two brief passages on the subject; and these, like the early educational legislation of Florida, dealt almost exclusively with the public lands "granted by the United States for the use of schools and a seminary or seminaries of learning." The main object of its educational provisions was "to preserve from waste or damage all lands so granted and appropriated . . . ."

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[1] For this constitution see *The Federal and State Constitutions, Colonial Charters, and Other Organic Laws* (compiled and edited by Francis Newton Thorpe), Vol. II.

[2] It was framed by a convention which met at the old town of St. Joseph, in Calhoun County, from December 3, 1838, to January 11, 1839; and was at once presented to Congress, but was not adopted until 1845, when Florida was admitted to the Union.

[3] Article X. This article was repeated almost verbatim in the constitutions of 1861 and 1865.

Acts of 1847 and 1848.—The sixteenth-section lands, 908,503 acres in all,[4] which the Federal Government had reserved — *not granted* — to Florida on its organization as a territory for the use of common schools, were granted to it on its admission as a state. The oversight and control of them, during both the territorial period and the first two years of statehood, was confided largely to the township trustees. But by an act approved January 6, 1847,[5] this power was placed almost entirely in the hands of the register of public lands of the state of Florida, an office established in December, 1845.[6] As before, though, none of the sixteenth sections could be sold, but simply rented or leased. Now, the system of renting or leasing proved very unprofitable and unsatisfactory; so the legislature of 1847–48, complying with the recommendation of Governor W. D. Moseley,[7] memorialized Congress for permission to sell the said lands, on condition that the proceeds thereof would be invested in some permanent fund, and the proceeds of such fund applied to the purpose for which they were granted to the State, and to no other use or purpose whatever. This permission being granted, the following legislature, by an act approved December 28, 1848,[8] directed that the sixteenth-section lands be sold by the register of public lands, and that the proceeds thereof be paid into the treasury of the State for the establishment of a permanent state common-school fund—the first attempt to make public education a state affair.

School Legislation of 1849.—The first law, after the admission of Florida to the Union, to provide for a system of public instruction was enacted January 10, 1849.[9] This law authorized the establishment of common schools, whose doors were to be open to all white children of the State between the ages of five and eighteen. The overhead control of the system was entrusted to the register of the land office, who was directed to act as state superintendent of schools, the judges of probate, who were directed to act as superintendents of schools for their respective counties, and local boards of trustees, who were to be elected annually by the taxpayers of the various school districts. The duties of the state superintendent were: (1) to make an annual report to the governor; (2) to apportion annually the school moneys to be distributed among the different counties; (3) to certify each apportionment to the comptroller of the State, and to inform each county superintendent at once as to the amount and date of payment of the apportionment made to his county; (4) to have printed and distributed to the several counties forms and instructions on all matters relative to the schools; (5) to decide appeals and controversies due to the operation of the act; and (6) to perform such other duties required of him. The chief duties of a county superintendent were: (1) to divide his county into a suitable number of school districts; (2) to apportion annually the school money received by him among the various districts of his county; (3) to examine and certificate teachers; (4) to visit the schools at least once a year, and endeavor to promote an interest on the part of all in public-school education; and (5) to make a report to the state superintendent between July 1 and October 1 of each year. And finally, the principal duties of the school-district trustees were: (1) to make out the tax list for their respective districts, and, when deemed necessary, to call special meetings of the taxpayers; (2) to apportion among the different schools the moneys received by district taxation; (3) to purchase or lease sites for district schoolhouses; (4) to have custody of the school property; (5) to make out rate bills, or tuition fees; (6) to employ teachers and pay them their wages; and (7) to make an annual report to the county superintendent regarding (*a*) the length of time the various schools were taught, (*b*) the amount of money received and expended, (*c*) the number of white children of school age residing in the district, on December 1 prior to the report, and (*d*) the number of children that attended school.

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[4] See *The Public Domain; Its History, with Statistics* (compiled by Thomas Corwin Donaldson), Chap. XIII.

[5] For this act see Laws of Florida, 1846–47, pp. 47–49.

[6] See Laws of Florida, 1845, Chap. 54.

[7] See his message to the legislature of 1847–48, in the House Journal, State of Florida, 1847–48, pp. 14–15; also in the Senate Journal, pp. 12–13.

[8] See Laws of Florida, 1848–49, Chap. 230.

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[9] See Laws of Florida, 1848-49, Chap. 229.

On the day before the passage of the foregoing law, there was passed an act " for the increase, investment, safe-keeping, and disbursement of the common-school fund." [10] The aim of this act, of course, was to make better provisions for the support of the common schools. It directed that the five per cent received from the United States for the sale of public lands within the State,[11] the proceeds of all escheated estates, the net proceeds " of all property found on the coasts or shores of the State, or brought into the State or its ports as wreck or derelict of the seas," and all other property thereafter granted for the purposes of common-school education, should be added to the school fund;[12] that the proceeds of the fund should be paid to the treasurer of the State, who was " to keep a separate and distinct account of all receipts and disbursements on account of the school fund;" and that the comptroller should invest the same in either the state or United States stocks. The interest accruing from this fund, according to the law noticed above, was to be distributed among the various counties in proportion to the number of white children between the ages of five and eighteen attending school therein.

Acts of 1850 and 1851.—One of the weaknesses of the school law of 1849 was that it was too restrictive with regard to the investment of the school fund. It limited the power of the comptroller to invest in Florida and United States stocks. Now, as State Superintendent Beard pointed out,[13] Florida had no stocks, and those of the United States were so high that it was not expedient to purchase them. On December 31, 1850,[14] this weakness was remedied by the passage of an act which empowered the comptroller to invest the school fund in the stocks of Florida or other states of the Union, or to loan the same to city or county authorities within the State.

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[10] See Laws of Florida, 1848-49, Chap. 231.

[11] Known as the "five per cent fund."

[12] When the state common-school fund was first established, December 28, 1848, it consisted only of the proceeds of the sixteenth-section lands, or of other lands selected in lieu thereof.

[13] See Annual Report of the Register of Public Lands and State Superintendent of Schools, in the House Journal, State of Florida, 1850-51, appendix, 51; also in the Senate Journal, appendix, 12.

[14] See Laws of Florida, 1850-51, Chap. 338.

Another weakness of the law was its failure to make adequate provision for the support of the schools. However, in 1851 three attempts were made to remedy this. The first was on January 6, when the counties were authorized, for the first time in the history of Florida, to levy a tax on both real and personal property for the support of the common schools; but the amount levied could not exceed four dollars annually for each child of school age.[15] This limit seems to have been unnecessary for, as far as can be ascertained, only a few counties ever levied any school tax whatever.[16] The second attempt was on January 11, when an act was approved which required that the proceeds "derived from the sale of slaves under the act of November 22, 1829," should be added to the school fund.[17] This, however, was repealed two years later. And finally, the third attempt was on January 24, when provision was made for increasing the school fund from the state treasury.[18] The law enacted provided that in all counties where the money arising from the interest of the school fund was not sufficient to allow two dollars to be given annually for the education of each child the state superintendent should notify the comptroller of the amount of said deficiency, and also of the amount required by each county superintendent to make up the deficiency in his county; and that the treasurer, on the warrant of the comptroller, should pay to the several county superintendents the amount of said deficiency. But in the distribution of this school money no share was to be allowed for any child who had not attended school for at least three months within the year just preceding the time at which the distribution was to be made.[19]

School Law of 1853.—On January 1, 1853, another school law was enacted,[20] which was more detailed and specific than the one of 1849. By this law the control and direction of the schools was given to the register of public lands, the county commissioners, the judges of probate, and local trustees.

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[15] See Laws of Florida, 1850-51, Chap. 343.

[16] See House Journal, State of Florida, 1854-55, appendix, 6-8; also Senate Journal, appendix, 6-8.

[17] See Laws of Florida, 1850-51, Chap. 341.

[18] See Laws of Florida, 1850-51, Chap. 339.

[19] See Laws of Florida, 1850-51, Chap. 340.

[20] See Laws of Florida, 1852-53, Chap. 510; also Laws Relating to Common Schools in the State of Florida (printed by order of the general assembly in 1860), pp. 3-7.

At the head of the system was the register of public lands, who was declared ex officio superintendent of schools for the State. As superintendent of schools, he had general supervision of all the common-school interests of the State. His chief duties were: (1) to ascertain, on the first day of July of each year, from the comptroller and treasurer of the State, the amount of school money to be distributed, and thereupon apportion it among the various counties;[21] (2) to certify the same, at once, to the comptroller, and also notify each county superintendent of the apportionment made to his county; (3) to have printed and transmitted to the several county superintendents such forms and instructions as he deemed requisite; and (4) to make a biennial report to the governor as to (*a*) the condition of the schools, (*b*) the school receipts and expenditures, (*c*) plans for enlarging and administering the school fund, and for improving the schools in general, (*d*) the number of children in each county between five and eighteen years of age, (*e*) the number of children that attended school in each county during the year, and (*f*) all other matters pertaining to his office which he considered expedient to report.

The management of the educational affairs of each of the counties was intrusted to the county commissioners and judge of probate, who were made ex officio a county board of education and county superintendent of schools, respectively. As a school board, the county commissioners were authorized and directed: (1) to supplement the sum received from the State by any sum from the county treasury which they thought proper for the support of common schools; (2) to apportion the whole amount applicable to school purposes among the different school districts within the county; (3) to establish and maintain schools; (4) to designate the length of time the schools were to be taught; (5) to select from among the patrons three trustees for each school;[22] and (6) to fix the remuneration of the county superintendent, and also the total sum to be paid the teachers.[23]

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[21] By act approved December 22, 1859, the school law of 1853 was amended so as to require the superintendent of schools for the State to pay, upon demand, "the amount of school money apportioned annually to each county to the judge of probate of the county, to be appropriated as required by law." See Laws of Florida, Adjourned Session, 1859, Chap. 1011.

The judge of probate, as the principal county school officer, was declared president of the board of education for his county. His chief duties, in addition to the one just mentioned, were: (1) to examine and employ teachers; (2) to direct the payment of them out of the state or county treasury; (3) to discharge any teacher proved to be "incompetent, immoral, or otherwise unfit to teach"; and (4) to make a report to the state superintendent, on or before June 1 of each year, specifying (*a*) the number of children residing in his county between the ages of five and eighteen years,[24] (*b*) the number of children that attended school during the year, (*c*) the length of time each teacher taught, (*d*) the salary of each teacher, (*e*) the number of children each one taught, together with the length of time each child attended,[25] (*f*) the amount of money received from the various sources for the support of schools, and (*g*) the way in which the school revenue was expended.

Such were the provisions of the school law of 1853, which, as State Superintendent Sheats says, "took a step as far in the direction of adopting a system of free schools supported by taxation as was at that time practicable under existing conditions."[26] After this no effective legislation for establishing a system of public free schools was secured until the adoption of the constitution of 1868 and the enactment of the school law of 1869, which brought about the establishment of the present public-school system.

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[22] These local school trustees were empowered simply to hear complaints from the teachers, and to expel any pupil failing to accommodate himself to the requirements of the school. By an act approved December 22, 1859, however, they were given a voice in the selection of the teachers for their school, for according to that law the county superintendent was allowed to employ only those whom they recommended (see Laws of Florida, Adjourned Session, 1859, Chap. 1011).

[23] By act approved January 15, 1859, the county commissioners of each county were also authorized to direct the payment of the sum to which the tax assessor was entitled for taking the school census out of the treasury of the county (see Laws of Florida, 1858–59, Chap. 879).

[24] It was the duty of the tax assessor to take, at the time of assessing the taxes of his county, the census of all children within his county over five and under eighteen years of age, and report the same on or before the first day of the following June, and every year thereafter. For this service he received five cents for each child that was reported.

[25] It was the duty of the teachers to report to their county superintendent, at the end of the time for which they were employed, the number of children that had attended their respective schools, the name of each child, and the number of days that each one had attended.

B. Results Actually Achieved, 1845–1868

Educational Accomplishment Prior to 1861.—Having reviewed the constitutional and principal legal provisions for public-school education in the state of Florida for nearly a whole generation immediately following the admission of Florida to the Union, the next question to be considered is: What were the actual gains to the cause during the period? This can not be answered satisfactorily because, as in the case of the territorial period, the sources of information are so incomplete and deficient that it is impossible to ascertain the actual gains. But, considering the sparsity of the population and the poverty of the people,[27] it is quite evident from the data we have that considerable educational progress was made, especially from 1849 to 1861.

Schools and School Enrollment.—As seen above, a school law fairly well adapted to the needs of the people and the conditions of the State was evolved. At first, though, it was put into operation by only a very few of the counties. In 1850, the year following the passage of the first state school law, Hon. John Beard, state superintendent of schools, speaking of the public-school system in his annual report,[28] said: "As to plans for 'ameliorating the condition of the schools,' it would be manifestly premature and idle to attempt this at present. There must be something in existence to act on, before anything can be predicated of it . . . ." Evidently, therefore, there were but few public schools at that time. Just how many there were we can not say. We learn from the seventh United States census report,[29] our only source of information, that there were but 69, with an enrollment of only 4,746 of the 18,097 white children between the ages of four and twenty years. Even four years later, or, one year after the enactment of the second state school law, there were, as State Superintendent David S. Walker tells us in his report,[30] still but few counties in which the school system had been put into practical operation. "With the exception of the counties of Monroe and Franklin," he says, "I have heard of none that have contributed anything from the county treasury for the augmentation of the school money received from the State." His report of 1858,[31] however, shows that several of the counties were establishing and maintaining public schools. In closing his report, he says: "From the promise now afforded us by the awakening interest of our people in our common schools and the two state seminaries, it seems that the time has almost arrived when all the children of Florida may and will be educated in her own institutions . . . ." Two years afterward other counties were trying the experiment. But just how many public schools were in operation in the State we do not know, because only seven of the thirty-six county superintendents made any report on the subject of schools in their respective counties. The United States census report of that year[32] gives 97, with an enrollment of 8,494 of the 30,461 white children between four and twenty years of age.[33] There were probably more than that, for in just the seven counties from which reports were received there were 38 schools maintained.[34] However, accepting the figures of the United States census reports for 1850 and 1860 in regard to the public schools of Florida, we find that during the decade immediately following the enactment of the first state school law the number of schools increased from 69 to 97 and the school enrollment from 4,746 to 8,494,[35] whereas the total white population increased from 47,203[36] to 77,747[37] and the school population from about 18,000 to about 30,000. In other words, while the total population and school population increased about 65 per cent, the number of schools and school enrollment increased 41 and 80 per cent, respectively. Thus we see that between 1849 and 1861 some progress was made in establishing public schools and in getting the children to attend them.

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[26] See Biennial Report of the Superintendent of Public Instruction, 1892–94, p. 7.

[27] In 1850, according to the United States census report of that year, the total white population of the State was but 47,203—less than one person to a square mile; and the true value of all property amounted to only $22,862,270.

[28] For this report see House Journal, State of Florida, 1850–51, appendix, pp. 55–61; also Senate Journal, appendix, pp. 12–18.

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[29] See pp. 396, 404, and 405.

[30] For this report see House Journal, 1854-55, appendix, pp. 6-8; also Senate Journal, appendix, pp. 14-18.

[31] See H. J., 1858-59, app., 14-18. also S. J., app., 14-18.

[32] See volume on "Mortality and Miscellaneous Statistics," pp. 506-07; also volume on "Population," p. 50.

[33] Superintendent Walker, in his report of 1860 (for this report see S. J., 1860-61, app.. 9-12), gives 21,178 as the number of white children of school age, that is, between the ages of five and eighteen years.

[34] Escambia, 1; Duval, 2; Jackson, 16; Marion, 14; Monroe, 1 (with two teachers); Washington, 4. The superintendent of Wakulla County

Administrative Organization and Financial Support.—Other public-school gains were increased efficiency in the administration and an increase in the means of support. As mentioned in the paragraph just above, very little was done at first in the way of establishing schools. This was due, not so much to lack of funds, as to lack of interest, on the part of the administrative officers. As we have seen, abundant legal provisions were made for securing ample revenue. In the first place, for example, a state school-fund consisting of the proceeds of the sales of all lands granted to the State for the support of public schools was established in 1848; secondly, the school law of 1849 directed that this fund be augmented by money received from certain other sources, and that the interest thereon be distributed amongst the different counties on the basis of school population. And yet the income from the school-fund in 1850 amounted to only $250, out of a total annual income of $22,386.[38] But as the state superintendent of schools became more concerned about the educational welfare of the children there was an improvement in this respect, the income being $5,031.07 in 1853-54.[39]

reported that the county commissioners had laid a tax of ten per cent upon the state tax for common-school purposes, but that no children attended school that year (see the report of the state superintendent, in S. J., 1860-61, app., 9-12).

[35] During this same time the number of academies and other schools increased from 34 to 138, and their enrollment from 1,251 to 4,486.

[36] See Seventh Census of the United States, 1850, p. 402.

[37] See Eighth Census of the United States, 1860, volume on "Population," p. 53.

[38] See Seventh Census of the United States, 1850, p. 404.

[39] See H. J., 1854-55, app., 6-8; also S. J., app., 6-8.

$6,059.80 in 1855–56,[40] $6,542.60 in 1857–58,[41] $8,630.10 in 1858–59,[42] and $9,530.10 in 1859–60.[42] At no time, however, was the apportionment to any county sufficient to run its schools. Seeing that the income from the state school-fund was so small, the legislature, in 1851, authorized the counties to raise by taxation any sum not exceeding four dollars for each child between five and eighteen years of age.[43] But only two counties — Franklin and Monroe — having availed themselves of this law, the legislature, in 1853, again attempted to increase the school receipts by authorizing the county commissioners of the several counties "to add to the sum apportioned to the county by the State any sum which they may deem proper to be paid out of the county treasury." No limit was put upon their discretion. They could make the county school-fund as large as they chose to make it.[44] Thus it is plain that the fault was not with the law if any child of the State were deprived of the opportunity to attend a good common school, but almost entirely with the school officers, especially the probate judges and county commissioners, on whom the welfare of the public-school system primarily depended. In this connection, Hon. David S. Walker, the first aggressive state superintendent of schools, in his report for 1853–54,[45] says: "Hitherto, the judges of probate and county commissioners have not, I fear, given to this subject the consideration it deserves. . . ." Prior to this report by Superintendent Walker, it seems that no county, except Franklin and Monroe, had levied a school tax or contributed anything from its treasury to augment the sum received from the State. In fact, it seems that during the early fifties the money received from public funds was used in many of the counties to subsidize favorite private schools. Later, however, as the county school officers became more interested in the work of the public schools there was an improvement in this respect, too. A few more of the counties levied a school tax, and several of them contributed something from the county treasury. Thus through the influence of the school officers, both state and local, Florida was placed on the roll of Southern states that had, by 1860, entered on the noble work of public education.

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[40] See H. J., 1856–57, app., 12–13; also S. J., app., 12–13.

[41] See H. J., 1858–59, app., 14–18; also S. J., app., 14–18.

[42] See S. J., 1860–61, app., 9–12.

[43] See Laws of Florida, 1850–51, Chap. 343.

[44] See Laws of Florida, 1852–53, Chap. 510, Sec. 4.

[45] See H. J., 1854–55, app., 6–8; also S. J., app., 6–8.

Popular Interest in Education.—Still another public-school gain was a growth of popular interest in education. At first there were many patrons who had very little or no interest in the work of the schools. Unfortunately, in many instances, they outnumbered those who were interested. That there was this widespread indifference is evidenced by the fact, first, that the people were unwilling to provide funds necessary for the proper support of the schools, and, second, that they also failed to see that their children attended. We learn from the United States census report of 1850[46] that there were but 118 schools in operation during the scholastic year 1849-50 — 49 private and 69 public; that there were only about 35 per cent of the white school population enrolled in all the schools — about 7 per cent in the former and 28 per cent in the latter; and that there were no counties in which a school tax was levied. Furthermore, we find this statement in State Superintendent Walker's report for 1853-54:[47] "I very much regret the apathy which has prevailed in the public mind on this all important subject . . . . Few persons anywhere seem to have given the subject much attention . . . ." But subsequently there was a change in the attitude of the patrons along this line. Superintendent Walker states in his report for 1857-58 that there was an "awakening interest" in the common schools.[48] Moreover, we learn from the United States census report of two years later[49] that both the number of schools and the school enrollment had almost doubled since 1850, and that there were several counties which were either levying a tax or contributing something from the county treasury, or both, for the support of the school work. It is evident, then, that just prior to 1860 a public sentiment favorable to education was rapidly developing.

The educational progress for the period beginning with 1840 and ending with 1860 is partially shown by the following table,

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[46] See pages 404-05 and 396-99.

[47] See H. J., 1854-55, app., 8; also S. J., app., 8.

[48] For this report see H. J., 1858-59, app., 14-18; also S. J., app., 14-18.

[49] See volume on "Mortality and Miscellaneous Statistics," 506-08.

TABLE I

STATISTICS OF EDUCATION IN FLORIDA FOR 1840, 1850 AND 1860[a]

	1840	1850	1860
Academies and other schools:			
Number	18	34	138
Teachers	...	49	185
Pupils	732	1,251	4.486
Annual income, total	...	$13,089	$75.412
From endowment	...	1,900	2,045
From public funds	...	......	3,964
From other sources	...	11,189	69,403
Public schools:			
Number	51	69	97
Teachers	...	73	98
School population	...	18,097[b]	30,461[b]
Total enrollment	...	4,746	8,494
Average attendance	925	1,878	2,032
Annual income, total	...	$22,386	$27,289
From endowment	...	......	75
From taxation	...	......	776
From public funds	...	250	9,530[c]
From other sources	...	22,136	16,908
Illiterates over 20	...	3,859	5,341
Libraries:			
Public	...	1	54
Volumes	...	1,000	37,125
Sunday-school and church	...	4	4
Volumes	...	860	4,250
School	...	2	8
Volumes	...	800	5,000
Total libraries	...	7	66
Total volumes	...	2,660	46,375
Newspapers and periodicals:			
Number	...	10	22
Circulation	...	5,750	15,500
Copies printed annually	...	319,800	1,081,600

[a] The figures given here are for whites only.

[b] The number of inhabitants between 4 and 20 years of age.

[c] Superintendent Corley gives $9,530.10 as the amount received from public funds, while the United States census report gives only $2,340 as the amount received.

which has been prepared from figures given in the United States census reports of 1840, 1850 and 1860, and in State Superintendent Hugh A. Corley's report for 1859–60.[50]

Educational Accomplishment from 1860 to 1869.—Thus we have seen that by 1860 Florida had made a good beginning in the direction of establishing a public-school system. She had laid the foundation, and had commenced to build thereon. But with the outbreak of the Civil War, that which she had so well begun had to be discontinued until life had resumed a more normal course. The schools which had been in operation were brought to an end; and both the seminary and common-school funds were given the governor to be used in helping to defray the expenses of the war.[51] During the war some efforts were made to establish and maintain free schools, especially for the children of the soldiers;[52] but very little was accomplished, as the attention of the people was absorbed in the preservation of the state and home. And just after the war there were some attempts at public education, particularly for the indigent children;[53] but again little could be done, on account of the dreadful conditions that prevailed over the State. For by the close of the terrible conflict the educational facilities had, for the most part, been completely destroyed; the total principal of the common-school fund had been spent for arms, ammunition, and other objects, and the only really productive portion remaining was about 600,000 acres of unsold land; and, worse still, the property of the people throughout the State had been greatly diminished in value. In addition, the people had become very much alarmed by the fear that coeducation of the races would be forced upon them by a reconstruction legislature or a Congress possessed with millennial zeal for universal brotherhood. These and many other hindrances rendered public education practically impossible. So unfavorable were the conditions that almost nothing was accomplished until the establishment of the present public-school system in 1869.

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[50] For this report see S. J., 1860–61, app., 9–12.

C. NEGRO EDUCATION

So far, in our treatment of the rise of the public school in Florida, we have confined our attention to the establishment of schools for white children only. But our study would be incomplete without specific mention of the efforts to educate the negroes. In closing this chapter, then, let us direct our attention to what was done in the way of establishing schools for negro children.

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[51] See Laws of Florida, 1860-61, p. 232.

[52] See Laws of Florida, 1864, pp. 19-20.

[53] See Laws of Florida, 1866, p. 50.

Negro Education Prior to 1865.—Prior to 1865 the negroes received no education in terms of the school. In fact, laws were passed which made the establishment of negro schools impossible. For example, in 1832, while Florida was still a territory, a law was enacted prohibiting negroes to congregate for any purpose except for work or to attend divine worship at any place attended by white persons.[54] Again in 1846, one year after Florida became a state, a similar but more stringent law was passed.[55]

Schools Conducted under the Auspices of Certain Northern Benevolent Associations.—But in 1865, shortly after the close of the war, certain Northern benevolent associations, particularly the African Civilization Society, the Home Missionary Society of the African Methodist Episcopal Church, and the New York branch of the American Freedmen's Union Commission, began to establish negro schools at different points in the State. Through these agencies thirty schools were in successful operation at the end of the year.[56] In regard to these schools, Hon. C. Thurston Chase, state superintendent of public instruction, in his report submitted to Governor Harrison Reed on January 9, 1869,[57] has this to say:

> "Numbers of the ladies who assumed the duties of teachers were persons of wealth and high social position at home. Coming at a time when the freed children were cast suddenly at the threshold of a new life, unused to the responsibilities and ignorant of the duties thus thrust upon them, they were welcomed with great joy, and labored with sincere Christian devotion, amidst hardships and privations. The teachers have changed, but most of the schools are still maintained."

Legal Provision for Negro Education.—Early in the following year — January 16 — a law was passed providing for the creation of a public system of education for the children of the freedmen.[58] It provided for the appointment, by the governor, of a superintendent, who was directed to organize colored schools, and to employ competent teachers for them. For the support of these schools it provided, first, for a tuition fee of fifty cents per month to be collected from each pupil,[59] and second, for a tax of one dollar each upon "all male persons of color between the ages of 21 and 45."

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[54] See Acts of the Legislative Council of the Territory of Florida, 1832, p. 145.

[55] See Laws of Florida, 1846, Chap. 87, Sec. 9.

[56] See Barnard's *American Journal of Education*, XIX, 338.

[57] See page 5.

[58] See Laws of Florida, 1866, pp. 37–39.

Schools Conducted under the Auspices of the State.—As soon as this law was enacted, efforts were made to put it into operation. The Governor immediately appointed a superintendent, who at once entered upon the duties of his office. This officer, as he himself tells us,[60] "met everywhere a kind reception and hearty response." The freedmen, in addition to contributing to the support of teachers, in several instances erected school buildings at their own expense. And, in a number of instances, the landed proprietors of the State greatly aided in the establishment and maintenance of schools.[60] Considerable aid and encouragement were received from certain outside sources, too, the Freedmen's Bureau being the foremost.[61] As a result, by the close of the year the number of colored schools had increased from 30 to 65; the number of teachers employed, from 19 to 45; and the school enrollment, from 1,900 to 2,726. The subjects taught were easy reading, writing, spelling, and simple arithmetic. As to the work of these schools, E. B. Duncan, superintendent of common schools for freedmen, says in his report for 1866:[62]

> "These schools have been marked by a most earnest perseverance on the part of the teachers, while the pupils take the liveliest interest, and numbers who have gone only 4 months read and spell readily, and . . . show great progress in figures. . . ."

In another place he says:

> "The teachers have been most all colored, of good moral character, delighting in their work, maintaining good discipline, men of energy, and many well qualified. . . . I have never heard a single complaint against them."

For the most part, these schools were continued during 1867 and 1868. Others were also established. During these two years there were, respectively, 71 and 54 schools in operation, with an average enrollment of 2,205. The subjects taught were still very rudimentary, being mostly reading, writing, arithmetic, and geography. Some higher branches were taught, but these were pursued by only a very few of the students. As to the teachers, nearly half of them were white; and, as Hon. D. S. Walker, then governor of Florida, said,[63] they were "some of our most respected white ladies and gentlemen in the State."

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[59] This was later changed to one dollar.

[60] Reverend E. B. Duncan, Report of the Superintendent of Common Schools for Freedman, 1866; in Senate Journal, State of Florida, 1865-66, appendix.

[61] Barnard's *American Journal of Education*, XIX, 337.

[62] See Sen. Jour., 1865-66, app.

TABLE II

STATISTICS OF NEGRO EDUCATION IN FLORIDA, 1865–1868[64]

	1865	1866	1867	1868
Number of schools, total	30	65	71	54
Day	....	35	42	33
Night	....	30	29	21
Number of teachers, total	19	45	64	61
White	....	....	32	24
Colored	....	....	32	37
School enrollment, total	1,900	2,726	2,228	2,182
Male	....	....	1,053	1,032
Female	....	....	1,175	1,150
Average attendance	....	....	1,815	1,619
Per cent of enrollment	....	....	81	74
Enrollment, by subjects:				
In the alphabet	....	....	418	212
In easy reading	....	....	1,047	1,163
In advanced reading	....	....	432	683
In writing	....	....	562	1,040
In geography	....	....	208	485
In arithmetic	....	....	481	898
In higher branches	....	....	19	50
Annual income, total	....	....	$21,000	$19,200
From freedmen	....	....	608	629
From others	....	....	20,392	18,571

Educational Accomplishment.—From what has been said, together with the foregoing table, which has been prepared by figures taken from Barnard's *American Journal of Education* and from various reports of the superintendent of common schools for freedmen, there can hardly be any doubt that the schools conducted for negroes during the four years ending with 1868 were of much value in laying the foundation for the education of the colored people of the State.

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[63] See Rep. of Supt. of Pub. Ins., 1869, p. 5.

[64] For the figures given here see the various reports of the superintendent of common schools for freedmen, published in the House and Senate Journals; also Barnard's *American Journal of Education*, XIX, 338.

SUMMARY

During the period beginning with 1845 and ending with 1868, several attempts were made to provide a system of public education. In the first place, the constitution of 1845 directed that the lands granted by Congress for the benefit of common schools and institutions of learning should forever be devoted to that purpose alone, and that the legislature should make adequate provision for preserving these lands from waste or damage.

By legislative act of 1847, the control and direction of the common-school and seminary lands was given almost exclusively to the register of public lands. The following year he was directed to sell the common-school lands, and to pay the proceeds into the state treasury for the establishment of a state common-school fund.

In 1849 an act was passed providing for the establishment of common schools for all white children of the State between five and eighteen years of age. The administration of the schools was placed in the hands of the register of public lands, who was directed to officiate as state superintendent of schools, the judges of probate, who were directed to serve as superintendents of schools for their respective counties, and local boards of trustees, who were to be elected annually by the taxpayers of the various school districts. The duties of these officers in regard to the schools were also set forth.

In the same year a law was enacted providing that the common-school fund should consist of (1) the proceeds of the sixteenth-section lands, (2) "five per cent of the net proceeds of the United States lands within the State," (3) the proceeds of all escheated estates, (4) the net proceeds "of all property found on the coasts or shores of the State," and (5) all other property thereafter granted for the benefit of common schools; that the proceeds of this fund should be paid into the treasury of the State; and that the comptroller should invest the same in either Florida or United States stocks.

The following year (1850), the comptroller was authorized to invest the school fund in any state stocks, or to loan it to city or county authorities within the State; and the counties were empowered to levy a tax for the support of common schools. The next year, the school fund was enlarged by the proceeds received by the State from the sale of slaves under the act of November 22, 1829; and provision was also made for augmenting the school fund from the state treasury.

In 1853 the school law was revised, the principal change being that the county commissioners were made ex officio a county board of education, and were authorized to supplement the sum received from the State by any sum from the county treasury which they thought proper for the support of common schools. After this there was no more school legislation of any importance until 1869, when the present public-school system was established.

Just what results were actually achieved during this period, no one can say, on account of the meager sources of information. From the data that are available, though, it is quite evident that by 1860 considerable progress had been made in the way of establishing public schools for the white children of the State and in getting the children to attend them, the school officers had become more efficient, and the patrons had become more interested in the work of the schools. However, after 1860 practically nothing was accomplished, since the thoughts and energies of the people were absorbed in the preservation of state and home.

As to the establishment of schools for the negro children, absolutely nothing was done, except during the last four years of the period. In 1865 certain Northern benevolent associations began the good work of establishing negro schools at different points of the State. Through them thirty schools were in successful operation by the close of the year. The next year a law was enacted providing common schools for freedmen. No time was lost in putting it into operation. By the end of the year the number of schools had increased to sixty-five. For the most part, these were continued during 1867 and 1868. The schools conducted for the negro children during these four years resulted in the improvement of the pupils both in knowledge and in the general conduct of life, and thereby helped to pave the way for the establishment of a system of education in which the negroes are admitted to school privileges on equal terms with the whites.

CHAPTER III

ESTABLISHMENT OF THE PRESENT PUBLIC-SCHOOL SYSTEM

Having surveyed the rise of the public school in Florida, let us now notice the establishment of the present public-school system. This was made possible, as already stated, by certain provisions of the constitution of 1868 and the school law of the following year. First, let us glance at the constitutional provisions concerning public education.

I. Constitution of 1868

In accordance with the act of Congress passed March 2, 1867, generally known as "the reconstruction act," a convention met at Tallahassee from January 20 to February 25, 1868, and, ignoring the constitution of 1865, framed another constitution, which was submitted to the people in May of that year, and ratified by 14,520 votes against 9,491 votes.[1]

Article on Education.—This constitution contained the following article on education:[2]

"Section 1. It is the paramount duty of the State to make ample provisions for the education of all the children residing within its borders, without distinction or preference.

"Section 2. The legislature shall provide a uniform system of common schools and a university, and shall provide for the liberal maintenance of the same. Instruction in them shall be free.

"Section 3. There shall be a superintendent of public instruction, whose term of office shall be four years, and until the appointment and qualification of his successor. He shall have general supervision of the educational interests of the State. His duties shall be prescribed by law.

"Section 4. The common-school fund, the interest of which shall be exclusively applied to the support and maintenance of common schools and purchase of suitable libraries and apparatus therefor, shall be derived from the following sources:

"The proceeds of all lands that have been or may hereafter be granted to the State by the United States for educational purposes; appropriations by the State; the proceeds of lands or other property which may accrue to the State by escheat or forfeiture; the proceeds of all property granted to the State when the purpose of such grant shall not be specified; all moneys which may be paid as an exemption from military duty; all fines collected under the penal laws of this State; such portion of the per capita tax as may be prescribed by law for educational purposes; twenty-five per centum of the sales of public lands which are now or hereafter may be owned by the State.

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[1] See Journal of the Proceedings of the Constitutional Convention of the State of Florida, 1868.

[2] Article IX.

"Section 5. A special tax of not less than one mill on the dollar of all taxable property of the State, in addition to the other means provided, shall be levied and apportioned annually for the support and maintenance of common schools.

"Section 6. The principal of the common-school fund shall remain sacred and inviolate.

"Section 7. Provision shall be made by law for the distribution of the common-school fund among the several counties of the State in proportion to the number of children residing therein between the ages of four and twenty-one years.

"Section 8. Each county shall be required to raise annually by tax, for the support of common schools therein, a sum not less than one-half the amount apportioned to each county for that year from the income of the common-school fund. Any school district neglecting to establish and maintain for at least three months in each year such school or schools as may be provided by law for such district shall forfeit its portion of the common-school fund during such neglect.

"Section 9. The superintendent of public instruction, secretary of state, and attorney general shall constitute a body-corporate, to be known as the board of education of Florida. The superintendent of public instruction shall be president thereof. The duties of the board of education shall be prescribed by the legislature."

Provisions for School Organization.—As will be readily seen, the constitution of Florida for 1868, like many of the constitutions of the Western and other Southern states of that generation, went somewhat into detail regarding the organization and support of the public educational system. In regard to school organization, it contained three provisions. (1) It authorized the legislature to organize a system of schools for all the children of the State — for the black as well as for the white. Prior to this, as we have shown, the negroes had received very little education in terms of the school; but from now on they were to share equally with the whites. (2) It provided for a superintendent of public instruction as a separate state officer. Since 1849, as was pointed out, the register of public lands prepare the students to do efficient work in the public schools of the State. The work of the preparatory department required one year of study, and had as its design the review or completion of the common-school branches and the preparation of those desirous of taking the normal courses. The colored normal was organized at first on exactly the same plan as the one for whites, but with slightly different courses of instruction. Later (1891), however, two other departments were organized — an agricultural department and an industrial department. These schools were open to persons of both sexes from sixteen years old and upwards, and tuition in them was entirely free. Those completing the work in either of them were recipients, not only of a diploma of graduation, but of a life certificate also, which entitled its holder to teach in any of the public schools of Florida. The number availing themselves of the privileges of these institutions continued to increase. Instead of having between fifty (50) and sixty (60) students in attendance, as was the case in 1887–88, each of them had nearly twice as many in 1891–92. The work of instruction was excellent, as is evidenced by the ease with which all the students, especially the graduates, secured the very best positions in the public schools of the State, and by the satisfactory manner in which they performed the duties of those positions. There can scarcely be any doubt but that the influence of these two normals contributed much to the improvement of the teaching force in Florida during the last five years of this period.[52]

In addition to the schools already mentioned, there were quite a number of others which were not supported by the State that contributed no little in the way of supplying the schools of Florida with better trained teachers. I refer to the various denominational and private schools of the State,[53] one of the

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[52] See An. Rep. of Supt. of Pub. Ins., 1887, pp. 12–13; 1888, pp. 4–8; 1889, pp. 14–16; 1889–90, pp. 15–18; 1890–91, pp. 12–16; and 1891–92, pp. 15–20.

[53] The most flourishing of these schools were the following:

(*a*) The Florida Normal School and Business Institute.

(*b*) Jasper Normal Institute, located at Jasper, in Hamilton County. This school was established by Prof. J. M. Guilliams in September, 1890, and from the very first had a large patronage.

(*c*) DeLand Academy, located at DeLand, in Volusia County. This most important of which was the Florida Normal School and Business Institute located at White Springs, in Hamilton County. This was a private institution, owned and controlled by Prof. J. L. Skipworth. The school was established early in the eighties, but was not incorporated until June, 1887.[54] It had three departments — a literary department, a commercial department, and a musical department. In the literary department, there were three groups of studies offered — an English group, which required four terms of ten weeks each for its completion, and a classical and a scientific group, each of which required five terms for its completion. The work of this school was highly regarded, as is evidenced by its large patronage, its attendance being nearly two hundred by the close of the period, and by the fact that the legislature of 1889 donated it five thousand dollars to help in the construction of buildings and in the purchase of apparatus.[55] The school, in return, granted free tuition in the literary department perpetually for one pupil from each senatorial district, the beneficiaries to be appointed

school was founded by Hon. H. A. DeLand, of Fairport, New York, in 1883. It was opened for work on the 8th day of November of that year. In 1885 it passed under the control of the Baptist State Association, and the following year became known as DeLand Academy and College. On May 4, 1887, it was chartered as DeLand University, its name being changed in February, 1889, to John B. Stetson University.

(*d*) Orange College, located at Starke, in Bradford County. This school was chartered in 1883, and was owned and controlled by the Christian Church.

(*e*) Rollins College, located at Winter Park, in Orange County. This college was incorporated April 28, 1885, and was opened for the matriculation of students on the 4th day of November of that year. Though advertised as non-sectarian, it was under the control of the General Congregational Association of the State.

(*f*) The Florida Conference College, located at Leesburg, in Lake County. This school was owned and controlled by the Methodist Episcopal Church South. It was first established at Orlando as a high school, but a year or two later (1886) it was removed to Leesburg, and chartered as a college.

(*g*) The St. John's Conference College, located at Orange City, in Volusia County. This institution was owned and controlled by the Methodist Episcopal Church North. It was incorporated in 1887.

[54] See Laws of Florida, 1887, Chap. 3809, pp. 256–57.

[55] See Laws of Florida, 1889, Chap. 3869, p. 70.

by the senators of their respective districts. It is because of this gift on the part of the State, together with these perpetual scholarships, covering tuition, that I mention this school in connection with those supported by state appropriations. Speaking of it, State superintendent Sheats, in 1894, said:[56]

> "It is due this institution to say that in its palmiest days, before the health of its business manager (Professor Skipworth) began to fail, it had twice as many students from its halls teaching public schools as any two institutions in the State; and for a time it exerted a wonderfully beneficial influence on the teaching force of the State."

The System of Public Instruction.—Finally, evidence of growth and advancement in the public-school system of Florida during Superintendent Russell's administration is seen in the extension of the system. Heretofore, there were but very few schools offering instruction beyond that of the elementary school. During the administration of Mr. Russell, however, better opportunities were provided, not only for elementary, but also for secondary, higher, and professional instruction. The public-school system of the State had, as never before, come to be regarded as one continuous school-system, extending from the elementary school to and through the state college.

Mention has already been made of the institutions in which higher and professional instruction were offered. These were the East Florida Seminary, the West Florida Seminary, the Florida Agricultural College, the State Normal College for White Students, and the State Normal College for Colored Students, all of which, except the first two, were built, equipped, and organized after Mr. Russell went into office. We shall speak of these again in another chapter. Now, we wish to speak of the schools in which secondary instruction was offered.

The plan of Superintendent Russell was to establish one or more county high schools in each county of the State, these to be located at the county seats, or at other places more accessible, and to be open without any charge whatever to all youth capable of taking the courses of study in their own local school. In the school law of 1889, which, as already stated, was framed by him, the county boards of education were empowered to do whatever was necessary in regard to establishing, when required

[56] See Bien. Rep. of Supt. of Pub. Ins., 1892-94, p. 51.

by the patrons, schools of higher grades of instruction where the advancement and number of pupils demanded them.[57] Had this been made mandatory, rather than conditional, upon the county boards, every parent, whether rich or poor, would have had an opportunity to have given their children an education up to and through some, if not all, of the high-school courses of study. As it was, several were afforded this opportunity, for such schools were instituted in a number of the counties. The main ones, together with their location and the date of their organization, were as follows:[58] Summerlin Institute, Bartow, 1889; Hernando High School, Brooksville, 1890; Suwannee High School, Live Oak, 1890; Clay County High School, Green Cove Springs, 1890; Ocala High School, Ocala, 1890; Orlando High School, Orlando, 1890; Westville High School, Westville, 1891; Springlake High School, Springlake, 1892; and Putnam County High School, Palatka, 1892. The principal public high schools already established were:[59] Jefferson Collegiate Institute, Monticello, 1850; St. Johns High School, St. Augustine, 1856; Union Academy (colored), Gainesville, 1869; Columbia High School, Lake City, 1874; Duval High School, Jacksonville, 1876; Nassau High School, Fernandina, 1883; Hillsborough High School, Tampa, 1884; Osceola High School, Kissimmee, 1884; Eustis High School, Eustis, 1885; Escambia High School, Pensacola, 1886; and the high schools at Madison and Waukeenah. However, very few of these schools, if any, excepting the Duval High School, had regular high-school courses of study, each extending through three or four years, and limited themselves to this type of work.[60] Most of them were nothing more than graded schools with from one to three years of instruction beyond the elementary courses, in such subjects as Latin, mathematics, the elements of science, general history, civil government, rhetoric, English composition, letter writing, bookkeeping, business forms, commercial law, methods of teaching, school organization, and school management, the design of such instruction being to prepare the youth for higher and professional courses of study, for an ordinary business life, or for the teaching profession. But that they rendered a valuable service no fair-minded person would deny. They gave a new impetus to school work and school interest, furnished an opportunity for instruction beyond the elementary branches, which many of the youth would never have had without them, and supplied the common schools of the State with some of their very best teachers.

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[57] See Laws of Florida, 1889, Chap. 3872, Sec. 20, Para. 5; also Revised Statutes of the State of Florida, 1892, Sec. 242, Para. 5.

[58] See Rep. of U. S. Com. of Ed., 1890–91, II, 1208; 1891–92, II, 1007; 1902, II, 1708–09; 1903, II, 1882–83; 1904, II, 1795–96.

[59] See Bien. Rep. of Supt. of Pub. Ins., 1876–78, p. 21; Rep. of Supt. of Pub. Ins., 1887, p. 9; Rep. of U. S. Com. of Ed., 1904, II, 1795–96.

[60] See Bien. Rep. of Supt. of Pub. Ins., 1892–94, pp. 53–54.

The system of public instruction was extended also in another direction. In 1883 the legislature, upon the recommendation of State Superintendent Foster and the endorsement of Governor Bloxham in his message, made provision for the establishment and maintenance of an institution to be known as the Florida Institute for the Blind, Deaf, and Dumb, in which tuition was to be absolutely free to all the blind and deaf-mutes of the State between the ages of six and twenty-one years, the indigent to receive also their board and clothes. The chief state officers were made trustees of the school, and an appropriation of ten thousand dollars ($10,000) for each of the years 1883 and 1884 was set apart for the beginning of this noble work.[61] St. Augustine, in St. Johns County, secured the location of the institution by a gift of five acres of land and one thousand dollars ($1,000) in cash. Plans were immediately made for a group of buildings, costing twelve thousand seven hundred forty-nine dollars ($12,749), to accommodate both races separately, and during the following year (1884) they were completed in a satisfactory manner. In December the institution was opened for the reception of students. Professor C. H. Hill, of the Maryland Deaf-Mute Institute, was elected principal by the board of managers, but, he failing to accept, the board elected Professor Park Terrell, of Columbus, Ohio, who held the principalship from the early part of 1885 until his resignation at the end of the school year 1889–90. He was succeeded by Professor William A. Caldwell, who held the principalship until the end of 1892–93, when he was succeeded by Professor H. N. Felkel, of the State Normal College for White Students.[62]

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[61] See Laws of Florida, 1883, Chap. 3450.

At first the corps of officers and teachers in this institution consisted of only three persons — Professor Terrell, principal and teacher, Mrs. M. D. Taylor, matron, and Mr. T. H. Coleman, teacher. Also the educational facilities were limited. Hence, the types of instruction were necessarily limited, including simply articulation, facial expression, lip gesture, use of manual alphabet, lip reading, and writing. However, as additional teachers were employed and better equipment provided, other courses were offered. By the close of the period the school had become fairly well equipped, and the number of officers and teachers had increased to nine, these being Professor Caldwell, principal, Mrs. Caldwell, matron, Miss Jennie Stewart, assistant matron, Miss Katharine D. Partridge, manual teacher of small white children, Miss Grace Gould, teacher of articulation, Miss Oakley Bockee, teacher of the manual system, Miss Luna Sims, teacher of the blind, Mr. O. J. Whilden, teacher of type-setting and printing, and Mr. Andrew Thompson, supervisor of the boys and teacher of carpentry and gardening. Courses of instruction very much like those of the common schools were offered. But, in addition to these, carpentry and cabinet work, type-setting and printing, blacksmithing, and gardening were taught the seeing boys, while cooking, plain sewing, and other household work were taught the seeing girls; and music, bead work, basket and broom making were taught the blind. Excellent work was done in all the departments, and, as Superintendent Russell said in his annual report for 1890–91,[63] its influence with these afflicted children of the State can be measured only by Him who knoweth all things well.

Besides the educational advantages which this institution offered the blind and deaf-mutes of the State, it also provided them with good home influences. But notwithstanding the inestimable privileges and opportunities afforded, it was three or four years after this institution was opened before the parents of these unfortunates could be induced to place their children therein. It is said that during the first year there were only eleven (11) pupils in attendance, the total number of these unfortunates in the State being about one hundred nineteen (119), seventy-eight of whom were within the school age. Gradually, however, the fears of the parents were removed, their prejudices were allayed, and they were brought to an appreciation of the institution's work. An agency that did much along this line was the Florida Association for the Promotion of the Edcation of the Deaf and Blind, which was organized in March, 1889. As a result, the attendance was greatly increased. During the last year of the period there were six-two (62) pupils in the institute, and the parents of these pupils were profuse in their praise of the institute's work and profound in their thanksgiving. In this institution, as in all the educational institutions of the State, Superintendent Russell took great interest. As Superintendent Sheats says in his biennial report for the two years ending June, 1894,[64] he "deserves credit for the benevolent manner and fatherly interest he took in looking after the welfare of these poor unfortunates."

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[62] For an account of this school see the state superintendent's report for 1882–84, pp. 18–19; 1884–86, pp. 9–12; 1887, pp. 13–16; 1888, pp. 8–12; 1889, pp. 16–18; 1889–90, pp. 20–24; 1890–91, pp. 17–19; and 1891–92, pp. 20–23.

[63] See page 17.

Still another phase of educational work to which Mr. Russell gave considerable attention was the matter of vocational education, especially with reference to industrial work, agricultural pursuits, and household-economics. He took no little interest in the industrial and agricultural courses which were given at the state college; and from the very first he urged that both instruction and training along these two lines, and also in household-economics, be made a part of the regular courses of study in all the public schools of the State. As a result of his influence, other members of the state board of education became convinced of the importance of this subject, and in 1886 the board issued the following regulation:[65]

> "The state board of education are deeply impressed with the fact that the large majority of the children in attendance upon the public schools are children of the poorer people, and will fill the large and important classes of farmers, workmen, mechanics, and artisans of the State, and

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[64] See page 55.

[65] Regulation number 7.

> that to impart to them only the knowledge to be derived from the school books, excellent and necessary as it is, will but illy equip them for the sphere of life to which in Providence and circumstances they are very sure to be called, and are still more impressed with the necessity of imparting to them some knowledge (to boys especially) of the useful and necessary tools and implements used in the arts and trades, and to the girls some training in sewing, cookery and housewifery in general, by simple illustrative lectures or talks upon their use and the general principles involved, so that a taste may be cultivated for these very useful and important vocations in life and some knowledge imparted of them, but mainly to impress them with a true and proper conception of the honor and dignity of honest labor. County superintendents and boards of public instruction are urgently and especially called upon to give their earnest attention to this very important feature of school work and instruction."

In 1887, through the earnest efforts of Superintendent Russell, seconded by the prompt and generous action of the board of education in Duval County and by the colored people of Jacksonville, steps were taken to inaugurate this much needed phase of instruction and training in the Jacksonville Colored Graded School. An annual appropriation of one thousand dollars ($1,000) to be used for the teaching of industrial courses was secured from Dr. A. G. Haygood, general agent of the Slater Fund; a suitable building was erected; the necessary equipment provided; a splendid teacher employed; and some excellent courses in the industrial arts and household-economics arranged. That year, beginning with the opening of the school in October, instruction in the nature and use of the necessary tools used in various arts and trades was given the boys, while plain sewing, cutting, darning, cooking, laundrying, and other household work were taught the girls. Two hours a day were devoted to this type of work, and we are told[66] that the results were very satisfactory.

Earnest and continuous efforts were made by the state board of education, and especially by Superintendent Russell, to introduce this important feature of educational work in the entire public-school system. These efforts met with considerable success, as instruction and training in the industrial arts, agricultural pursuits, and household-economics were introduced in all the state educational institutions, except the two seminaries, in most of the secondary schools, and in some of the best elementary schools. In this connection Mr. Russell said in his annual report for 1888:[67]

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[66] See Rep. of Supt. of Pub. Ins., 1887, pp. 15 f.

> "It has been a special effort on the part of the state board of education to introduce this feature of practical education into the whole system, and I am glad to report very considerable success, as already referred to at the state college. The normal colleges, and many of the larger of the city and village schools, are giving earnest attention to this useful branch of a practical education, giving to the children of the poor and those of moderate circumstances, the advantages of the books, and also an insight into the useful and honorable trades and mechanic pursuits."

Furthermore, the system of public instruction was extended so as not only to include other types of work, but also to reach

TABLE XII

TOTAL POPULATION, SCHOOL POPULATION, NUMBER ENROLLED, SCHOOL ATTENDANCE AND LENGTH OF SCHOOL TERM (1884–1892)[68]

Years	Total population	School population	School enrollment	Ave. daily attendance	Ave. length of term in days
1884–85	338,406[a]	82,863[a]	62,327	41,970[b]	92
1885–86	......	......	70,997	44,813	...
1886–87	......	......	82,453	51,270	...
1887–88	360,000[c]	......	82,323	53,130	...
1888–89	370,000[c]	113,647[d]	86,390	56,500[e]	...
1889–90	......	......	92,472	60,819	100
1890–91	391,422[f]	126,500[g]	94,019	61,000[h]	100
1891–92	402,000[c]	134,000[g]	93,780	62,226	100

[a] State census of 1884.

[b] No report from one county.

[c] Approximate number.

[d] State census of 1888.

[e] Approximate number. The number given in Superintendent Russell's report is 63,652. However, this is evidently too large; for one county, accredited with an enrollment of 741, reports an attendance of 5,206.

[f] United States census of 1890.

[g] Approximate number, the school population for 1892, according to the state census of that year, being 144,106.

[h] Approximate number. Russell gives 62,004; but this is evidently too large, because four counties are accredited with a larger average daily attendance than their enrollment, the difference in one county being 3,395.

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[67] See page 18.

[68] The figures of this table have been taken from the reports of State Superintendent Russell.

a larger per cent of the school population of the State, and to give the pupils a longer term of instruction. This evidence of educational progress is seen in the table on the foregoing page.

Such were the evidences of educational growth and advancement during the period from 1884 to 1892, inclusive. Though all of them were quite marked, they are still more marked in the next — that is, the present — period (1892–1921). These we shall notice in the subsequent three chapters.

Summary

During the administration of State Superintendent Russell several important changes were brought about in the public-school system of Florida, the principal ones being those effected by the constitution of 1885 and the school law of 1889.

This constitution stated definitely what moneys should be set aside for the state school-fund; ordered a county school-tax of from three to five mills; established a county school-fund; provided for a district school-tax of not more than three mills; directed that the state board of education should consist of the governor, secretary of state, attorney general, state treasurer, and state superintendent of public instruction; directed that the state and county superintendents should be elected by the qualified voters; authorized the legislature to provide for the division of any county into convenient school-districts, and for the election biennially of a district school-board of three members; required that the children of the white race and the children of the colored race should be taught in separate schools, but ordered that equal school privileges should be accorded to both races; demanded that all county and district school-funds should be expended for nothing but school purposes, and that no public-school funds should be used for the support of sectarian schools; and ordered the following legislature to provide for not more than two normals.

The school law of 1889, like the constitution, directed that the state board of education should be composed of the governor, secretary of state, attorney general, state treasurer, and state superintendent of public instruction. It directed that the county boards of education should consist of not more than three members, no two of whom could live in the same commissioner's district, and all of whom were to be nominated by the state superintendent and appointed by the state board. It gave the county boards sole authority to employ and assign teachers; directed them to prescribe the elementary courses of study for their respective counties; and authorized them to establish and maintain county high schools. It provided for local school supervisors to take the place of the old local school-boards; made provision for special school-districts; and provided for county and district school-taxes.

During this period considerable educational progress was made. There was a persistent and unabated growth of public interest in the work of the common schools, as is evidenced by the willingness of the people to support the schools. School organization and administration became more efficient. More adequate and more suitable school plants were provided. Better courses of study were offered. A larger and more competent teaching corps was secured. And finally, the system of public instruction was greatly extended.

CHAPTER VI

THE PUBLIC-SCHOOL AWAKENING (1892-1921)

We come now to the modern era of public education in Florida, which began in 1892. During this period of twenty-nine years there has taken place a remarkably rapid advance. The educational ideal has been very much expanded, the administrative organization has become much more efficient, the system of public instruction has been greatly extended, and the courses of study, textbooks, and methods of teaching have been considerably improved. More than ever before, the people of the State have come to believe in education for the masses. The elementary schools have multiplied, and one or more good high schools have been established in every county. The school receipts have become much larger, the school term has been considerably lengthened, and salaries have sufficiently increased to attract better officers and teachers. More adequate provision for the preparation of teachers has been made, better supervision of instruction has been provided, and the inspection of schools has been made a part of the system. In this and the following four chapters we shall point out the progress that has been made in the public-school system of the State, mention some of the conditions that have been favorable to this progress, and finally, give a brief outline of the system as it is at present. First, let us notice the evidences of educational growth and advancement.

I. The System of Public Instruction

One of the principal signs of the development of public education in the State, it seems to me, is the advance that has been made with regard to the system of instruction. While there had been much improvement along this line, as we have found, by the close of the last period, there was still much need of greater extension and further humanization. During the present era, as will be shown, marked progress has been made in extending and humanizing the system of instruction, and in bringing about a better adjustment between the various grades and divisions of the public-school system. We shall consider, and in the order here mentioned, the various parts of this system: (A) elementary-school instruction, (B) secondary-school instruction, (C) vocational education, (D) special types of school, and (E) higher and professional education.

A. Elementary-School Instruction

The Extension of Elementary Instruction.—During the last twenty-four years elementary instruction has been greatly extended, the number receiving such instruction having considerably increased, and these for a much longer period. In 1897–98 there were but 108,455 children enrolled in the public elementary and secondary schools, of whom only 6,228 were in grades higher than the fifth; the average daily attendance was 74,004, or 48 per cent of the school population and 68 per cent of the enrollment; and the average length of the school term was 104 days. In 1919–20 there were 225,160 children enrolled, of whom 50,986 were in grades higher than the fifth; the average daily attendance was 165,720, or 54 per cent of the school population and 74 per cent of the enrollment; and the average length of the school term was 133 days. In other words, during this interval the average daily attendance increased 124 per cent, while the school population increased 103 per cent; the number receiving instruction beyond the fifth grade increased over 700 per cent; and the average length of the school term increased from 104 to 133 days. Table XIII, on the following page, shows the progress that has been made along these lines since 1892.

Means Used in the Extension of Elementary Instruction.—Various means have been used for the purpose of extending common-school instruction, some of the chief ones being compulsory school-attendance, educational campaigns, the formation of school-improvement associations, the provision of better and more adequate school plants, the employment of a more efficient and adequate body of teachers, and the transportation of pupils at public expense. The first of these, though discussed and urged by every state superintendent of public instruction, by nearly every convention of county superintendents, by numerous

TABLE XIII

GROWTH IN SCHOOL POPULATION, SCHOOL ENROLLMENT, SCHOOL ATTENDANCE, LENGTH OF SCHOOL TERM, AND EDUCATIONAL STATUS OF YOUTH ENROLLED (1892–1920)[1]

	1892–93	1897–98	1902–03	1907–08	1912–13	1917–18	1919–20
School population:							
Both races	144,106[a]	152,598[b]	174,400[c]	217,703[d]	264,710[e]	294,464[f]	309,187[g]
White	79,719[a]	86,196[b]	102,190[c]	123,219[d]	161,140[e]	178,648[f]	193,230[g]
Negro	64,387[a]	66,402[b]	72,210[c]	94,484[d]	103,570[e]	115,816[f]	115,957[g]
School enrollment:							
Total number	95,728	108,455	119,539	134,722	164,727	196,405	225,160
White race	58,957	67,657	73,909	83,910	106,777	137,826	157,666
Negro race	36,771	40,798	45,630	50,812	57,950	58,579	67,494
Per cent of sc. pop.:							
Both races	66	71	68	62	62	66	70
White	73	78	72	68	66	77	82
Negro	57	61	63	54	56	50	58
Average daily attendance:							
Total number	62,238	74,004	83,209	94,987	118,630	137,295	165,720
White race	38,858	46,329	51,101	57,173	74,979	96,823	115,919
Negro race	23,380	27,675	32,208	37,814	43,651[h]	40,472	49,801
Per cent of enrollment:							
Both races	65	68	70	70	72	70	74
White	66	68	69	68	70	70	74
Negro	64	68	71	74	75[h]	70	74
Average length of school term in days:							
Both races	97[i]	104	105	108	120	130	133
White	99[i]	106	111	112	134	142	142
Negro	95[i]	99	95	99	96	102	111
Educational status of the youth enrolled:							
Per cent of all pupils in first five grades	.....[j]	94.26	88.97	82.74	81.04	77.34	77.36
White race	.....[j]	91.22	83.70	75.16	74.10	70.50	70.57
Negro race	.....[j]	99.29	97.49	95.25	93.99	93.44	93.20
Per cent of all pupils beyond the fifth grade	.....[j]	5.74	11.03	17.26	18.96	22.66	22.64
White race	.....[j]	8.78	16.30	24.84	25.90	29.50	29.43
Negro race	.....[j]	0.71	2.51	4.75	6.01	6.56	6.80

[1] This table has been prepared from figures given in various reports of the state superintendent of public instruction.

[a] State census of 1892.

[b] State census of 1896.

[c] Estimated from state census of 1900.

[d] State census of 1905.

[e] Estimated from United States census of 1910.

[f] State census of 1915.

[g] Estimated from United States census of 1920.

[h] Evidently too large, on account of padded reports by several negro teachers.

[i] For 1893–94; no data for 1892–93.

[j] No data.

state and county teachers' associations, and by many other public gatherings, has been used only recently. Not until 1915 was it possible to get the legislature to enact a compulsory school-attendance law;[2] and then the best that could be secured was a local option law, which required a three-fifths vote of the qualified electors of a county or school district to put it into operation and, when put into operation, required only eighty days' attendance each year on the part of the children between the ages of eight and fourteen. However, quite a number of districts, and also a few counties, availed themselves of its provisions; though just what effect the law had, it is not possible to say. But in 1919 a state-wide compulsory-attendance law was enacted,[3] which, as Superintendent Sheats points out,[4] has undoubtedly been a very effective means for increasing the attendance.

School-improvement associations have been organized and campaigns in behalf of elementary education conducted in many localities of the State.[5] As a result, much has been done in the way of overcoming indifference on the part of parents, which has always been one of the principal hindrances to regularity of school attendance; of arousing indifferent patrons to a clearer conception of duty with reference to the education of their children; and of causing both parents and children to see more fully the importance of an elementary education. Both methods have indeed been quite effective in bringing about a better attendance.

Another method used in making common-school instruction more universal has been the transportation of pupils to and from school at the expense of the public. The first county to use this system to any considerable extent was Duval, in 1898.[6] That same year, however, there were four other counties which made slight use of it — Citrus, Jackson, Polk, and Volusia.[7] But since then nearly every county of the State has resorted to free transportation for children living too far from school to walk. Hence, quite a number of children have been enabled to attend school, who otherwise would have been deprived of this privilege. The progress made along this line may be seen in Table XIV, on the next page.

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[2] See Laws of Florida, 1915, Chap. 6831.

[3] This will be discussed in Chapter X.

[4] See Bien. Rep. of Supt. of Pub. Ins., 1918–20, p. 32.

[5] See Bien. Rep. of Supt. of Pub. Ins., 1908–10, pp. 7–13.

[6] See Bien. Rep. of Supt. of Pub. Ins., 1898–1900, pp. 341–42.

[7] *Ibid.*, pp. 334, 352, 377, and 391.

But the most widely used means for improving school attendance have been the providing of more adequate and more suitable school plants and the employment of a larger and better teaching force. School officers throughout the State, realizing that inadequate, uncomfortable, and unattractive schools, taught by inefficient teachers, constitute serious obstacles to school attendance, have always been trying to bring about an increase and an improvement in the school plants and the teaching staff. Consequently, much has been accomplished along both these lines. This is partly shown in Table XIV, and partly in the tables on pages 124, 173, and 180.

The Curricula of the Elementary Schools.—The curricula, too, have been considerably improved, the courses of study offered having been both increased and enriched. At first the courses of instruction were few and very simple, being concerned primarily with spelling and the three R's.[8] To be sure, a number of other subjects were taught, for example, geography, English grammar and composition, United States and Florida history, physiology and hygiene, and sometimes the elements of bookkeeping; but, as a rule, these were given only scant attention. As to content, the courses of study in the various subjects were usually quite defective, both quantitatively and qualitatively. They were almost entirely expressed in terms of pages of the textbooks used, having but little, if any, supplementary material provided; and were, in most cases, also poorly adapted to meet the actual needs of the pupils. Furthermore, there was considerable inequality among the various counties of the State, and even among the schools of the same county, in regard to the liberality and the enrichment of the courses of instruction. In short, the curricula lacked many of the common elements which make for the welfare of a state.

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[8] This is evident from the outlined courses of study issued by the county boards of public instruction, a number of which I have had the opportunity to examine.

TABLE XIV

PROGRESS IN PROVIDING SCHOOLS, TEACHERS, AND FREE TRANSPORTATION FOR PUPILS DURING THE PERIOD 1892–1920[9]

	1892–93	1897–98	1902–03	1907–08	1912–13	1917–18	1919–20
Number of schools taught:							
Both races	2,366	2,538	2,439	2,457	2,749	2,965	2,609
White	1,752	1,899	1,789	1,760	1,960	2,128	1,876
Negro	614	639	650	697	789	837	733
Number of teachers' positions filled:							
Both races	2,678	2,792	3,304	4,084	5,187	5,992	6,651
White	1,984	2,108	2,426	3,067	3,910	4,675	5,218
Negro	694	684	878	1,017	1,277	1,317	1,433
Transportation of pupils:							
Number of counties having the system	0	5[a]	20	29	31	45	50
Total number of pupils transported	....	....[b]	.....[b]	.....[b]	3,390[c]	4,261	7,966
White race	....	....[b]	.....[b]	.....[b]	.....[b]	4,225	7,935
Negro race	....	....[b]	.....[b]	.....[b]	.....[b]	36	31
Total cost	....	$3,225[d]	$11,291	$25,580	$34,665	$95,138	$216,689
Average cost per pupil	....	....[b]	.....	.....[b]	$11.44[c]	$22.33	$27.20

[9] This table has been prepared from figures given in various reports of the state superintendent of public instruction.

[a] In 1898–99; no data for 1897–98.

[b] No data.

[c] In 1914–15; no data for 1912–13.

[d] In 1900–1901, the first year for which we have any data.

There were at least two causes for the foregoing weaknesses. In the first place, the framing of the courses of study was left entirely to the different county school boards,[10] with no supervision save that of a few of the most prominent teachers whom they chose to consult. On account of indifference or neglect many of them failed to prepare a curriculum for the schools of their respective counties,[11] leaving it to the teachers of the various schools as to what they should teach; and, judging from the curricula that were prepared, it is quite evident that a number of the other school boards were not competent to prescribe a course of study. In the second place, there was, in many instances, a lack of co-operation between the teachers and their school boards in enforcing the courses of instruction that had been prepared.[12] In some cases the boards found it difficult, because of the objections from patrons, to get the teachers to enforce the courses of study; and in other cases the boards failed to sustain those teachers who were inclined to insist on a regular curriculum. It is quite natural, therefore, that the older elementary-school curricula were deficient in both quantity and quality.

In order to remedy the meagerness of the earlier curricula State Superintendent W. N. Sheats, in 1894, recommended the passage of a law authorizing the state board of education to formulate prescribed courses of study.[13] Since then school officers, principals, teachers, and others interested in the educational welfare of the State have, from time to time, urged the passage of such a law; and within the last few years nearly all the conventions of county superintendents and other school officers and county and state teachers' associations have adopted resolutions to this effect.[14] As a result, there has been developing a public sentiment in favor of prescribed courses of study for all the schools of the State. A bill making such provision met with no opposition in the legislature of 1915, it having died on the second reading in the senate simply through oversight. It then seemed evident, in view of the almost universal demand for a state school curriculum, that the legislature of 1917 would certainly enact a law to this effect. However, it failed to do so. Therefore, the conference of county superintendents, high-school principals, and other school officers, which met at Gainesville on the tenth of May of the following year (1918), adopted resolutions requesting State Superintendent Sheats to have prepared a uniform curriculum of the public elementary and secondary schools of Florida.[15] The resolutions provided (1) that he should send a circular letter to the several county school boards asking for a voluntary contribution to meet the expenses of preparing and printing a state school curriculum, (2) that he should endeavor to raise for this purpose a sum of $1,000 by prorating the amount among the various school boards on the basis of the wealth of the counties, and (3) that if the money were assured, he should appoint a commission of the leading educators of the State to prepare the courses of study. In accordance with these resolutions, a letter was sent to all the school boards on June 1st, in response to which every board but one cheerfully and promptly forwarded the amount apportioned thereto, the total being $990.[16] This sum of money having been received, a commission consisting of three county superintendents of public instruction,[17] four high-school principals,[18] four representatives of the grammar grades,[19] three representatives of the primary grades,[20] and four representatives of vocational education,[21] was at once appointed.[22] This commission met at Tallahassee the latter part of June, and formulated a uniform public-school curriculum, which met with almost universal approval among the school men of the State. By act approved June 9, 1919,[23] it was "adopted and validated and prescribed" for the public elementary and high schools of Florida; provided, however, that said curriculum "shall be considered as containing and prescribing the minimum requirements only, and that nothing herein contained shall be so construed as to prevent or prohibit any school or schools from pursuing or completing other and additional or advanced work." Thus, after a quarter of a century's effort the State has a prescribed curriculum for all its elementary and high schools, which is certainly a step in the right direction. An analysis of this will be given in Chapter X.

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[10] See Laws of Florida, 1889, Sec. 20, Para. 10; also Revised Statutes of the State of Florida, 1892, Sec. 242, Para. 10; and Compilation of the School Laws, 1893, Sec. 28.

[11] See Bien. Rep. of Supt. of Pub. Ins., 1894–96, p. 380.

[12] See Bien. Rep. of Supt. of Pub. Ins., 1892–94, p. 125.

[13] *Ibid.*, p. 126.

[14] See Bien. Rep. of Supt. of Pub. Ins., 1914–16, p. 54.

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[15] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 45–46.

[16] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, p. 47.

[17] J. E. Knight, P. G. Shaver, and C. R. M. Sheppard.

[18] W. S. Cawthon, R. M. Evans, J. M. Guilliams, and J. H. Workman.

[19] W. T. Cash, Mrs. Emma A. Mays, S. Philips, and R. L. Turner.

[20] Mrs. Stella P. Arrington, Miss Nellie C. Stevens, and Miss Maude Schwalmeyer.

[21] W. L. Floyd, Miss Agnes Ellen Harris, Miss Marjorie Leach, and Miss Gertrude York.

[22] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 45–46.

Other laws having as their aim the improvement of the common-school curricula have been passed. A law having this as one of its aims was enacted in 1903.[24] This act set forth the subjects in which courses of instruction should be offered.[25] It required that instruction should be given in the primary grades[26] in reading, spelling, language, physiology and hygiene, number and writing, and that such lessons should be given in music, drawing, geography, nature study, morals and manners, as provided for in the county courses of study; that instruction should be given in the intermediate grades in the three R's, spelling, language, geography, physiology and hygiene, and elementary science, and that such lessons should be given in music, drawing, history, nature study, morals and manners, as provided for in the county courses; and, finally, that instruction should be given in the grammar grades in reading, orthography, grammar, arithmetic (oral and written), science, physiology, geography, and history and civil government of Florida and of the United States, and that such lessons should be given in music, drawing, morals and manners, manual training, domestic arts and sciences, and agriculture, as provided for in the county courses. These requirements were re-enacted in 1905,[27] and remained in force until June 9, 1919, when the present law regarding the elementary-school curriculum was approved.

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[23] See Laws of Florida, 1919, Chap. 7910.

[24] See Laws of Florida, 1903, Chap. 5206.

[25] Sections 4-6.

[26] Each school year of instruction was to be regarded as a grade (Sec. 2). The first two were to be known as primary; the third, fourth, fifth, and sixth as intermediate; and the seventh and eighth as grammar grades (Sec. 3).

[27] See Laws of Florida, 1905, Chap. 5382.

This law further provided, or at least it was clearly implied in section eleven, for the issuance of suggestive elementary courses and plans. So the committee which had been appointed and empowered in accordance with section eight to prepare an official standard curriculum for the high-school grades, recognizing the need of better elementary courses of instruction, prepared also an advisory curriculum for the elementary grades. This was printed in pamphlet form with the standard high-school curriculum and distributed among the school officers and teachers of the State. Though only advisory, it was generally adopted by the county school boards,[28] and did much in the way of improving elementary instruction.[29]

The common-school curricula were again enlarged in 1909, when a law was passed making the elementary principles of agriculture and the elementary principles of civil government prescribed subjects of study for all the common schools of the State, and requiring the various county school boards to prepare courses of instruction in these subjects and to see that the teachers of their respective counties taught them, any county school board failing to comply with this act being subject to removal from office.[30] As a rule, the law has been, and still is, faithfully observed. In practically all the schools of the State instruction in these subjects is being offered.

Still another law increasing the number of subjects to be taught in the common schools was passed in 1915.[31] This act requires the teaching of the evils of alcoholic beverages and narcotics in the public schools of the State to all children between the ages of six and twelve years, and it provides that the state superintendent of public instruction shall encourage and put into execution an effective system for the teaching of these evils.

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[28] See Bien. Rep. of Supt. of Pub. Ins., 1902–04, p. 229.

[29] For this curriculum see Standard Course of Study for the Public High Schools of Florida, with an Advisory Course of Study for Rural Schools (a pamphlet prepared by the high-school commission provided for in Laws of Florida, 1903, Chap. 5206, Sec. 8), pp. 15–22.

[30] See Laws of Florida, 1909, Chap. 5938.

[31] See Laws of Florida, 1915, Chap. 6832.

Complying with this law, State Superintendent Sheats has given every possible aid and encouragement, and nearly all the county superintendents and school boards have been requiring the various teachers to offer such instruction. Speaking of the observance of this excellent act, Mr. Sheats says:[32]

> ". . . On the whole, the law has been faithfully observed, but will receive the further careful attention of the state superintendent to the end that the lesson of the evils of alcohol and narcotics shall be taught every child attending school in Florida."

Thus we see that the curricula of the elementary schools have become very much enlarged; but the instruction offered in the different subjects has become considerably enriched too, as is quite evident from a comparison of the older courses of study with the more recent ones. Nearly all the recent courses are much more elaborate, containing a plan of work for each of the eight grades, and also a rather full statement of the work to be expected in each of the subjects. In most of them the amount of work to be done in each branch is stated largely in terms of topics rather than in terms of pages of textbooks, as in the earlier courses; and in a number of them some helpful suggestions as to methods of teaching the various branches are given, and also considerable supplementary work for the pupils is indicated. Furthermore, we find that the present elementary courses of instruction are more related to life. Less stress in being placed upon imparting of certain inherited knowledge of the past, and more upon fitting the pupils to think; less upon the memorizing of facts, and more upon the training of the pupils in the power of self-expression; less upon the gathering of information, and more upon preparing the pupils for the different forms of human activity. These and other facts that we could give, if space permitted, go to show that considerable improvement has been made in the public elementary-school curricula.

B. SECONDARY-SCHOOL INSTRUCTION

The Extension of Secondary Education.—The past twenty-nine years have witnessed almost unparalleled growth in the extension of public secondary education in Florida. By 1918 the number attending the public high schools had grown from less than 700[33] to more than 7,000,[34] an increase of over 900 per cent, while during the same period the school population had increased only about 90 per cent. In other words, attendance in the public high schools has been growing more than ten times as fast as the school population. Table XV shows the progress that has been made along this line.

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[32] See Bien. Rep. of Supt. of Pub. Ins., 1914–16, p. 78.

Means Used in the Extension of Secondary Education.—The means that have been used for extending elementary instruction — compulsory school-attendance legislation, educational campaigns and school-improvement associations, the consolidation of rural schools and the transportation of pupils, the provision of more and better school plants, and the employment of a more adequate and efficient body of teachers — have been of use, either directly or indirectly, in extending secondary instruction, also. But, as in the case of elementary education, the most widely used means for extending secondary education have been the furnishing of more adequate and suitable school plants and the securing of a larger and more competent corps of teachers. In this connection great progress has been made. Twenty-nine years ago, when Hon. W. N. Sheats was elected state superintendent of public instruction, there were but 10 public high schools reported,[35] and these were worth only about $65,000;[36] there were but 27 high-school teachers,[35] and only a few of these had adequate professional training.[37] Realizing the need of better secondary-school advantages, Mr. Sheats began at once to effect an improvement. He recommended to the legislature the passage of a bill requiring at least one high school with an eight months' term in each county. In his biennial report for 1892–94, he says:[38]

> "In my judgment, there is missing the middle link in the educational system of the State, and that every county is able and now ready to supply that link, if encouraged to do so, and the backbone of the men charged

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[33] See Rep. of U. S. Com. of Ed., 1892–93, II, 1820.

[34] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 284–88.

[35] See Rep. of U. S. Com. of Ed., 1892–93, II, 1820.

[36] See Rep. of U. S. Com. of Ed., 1893–94, II, 1829–30; 1894–95, II, 1897; 1895–96, II, 1612–13; 1896–97, II, 1939–40; 1897–98, II, 2108–09.

[37] See Bien. Rep. of Supt. of Pub. Ins., 1892–94, pp. 102–07.

> with the duty can be so strengthened that they will turn a deaf ear to the voice of demagogy. One good secondary school for every county for whites, and one for blacks in populous negro counties, is now necessary to complete the system and strengthen both the common public school and the higher institutions.
>
> "At first each of these schools need not be strictly a high school, but a graded and high school, that is, a regular graded school with a high school department.
>
> "I believe it would be a wise step on the part of the legislature to amend section 242, paragraph 5, of the Revised Statutes, and make it mandatory, instead of conditional, upon each county board of public instruction to establish and maintain for eight months in every year either a county high school or a graded and high school.
>
> "This school should be located at the county seat, or at the most important center in the county. . . ."

From that time to the present similar recommendations have been made in nearly every report of the state department of education, and also resolutions to this effect have been adopted by many of the conventions of county superintendents and other school officers. However, no such law has yet been passed. But even without a law requiring each county to establish and maintain one or more high schools for a term of eight or nine months in every year, such schools have been established in practically every county. School officers throughout the State, realizing the importance of better secondary-school advantages, began to work for an increase and an improvement in the school plants and the teaching corps. Such efforts have been continued from that day till this. As a result, great progress has been made in both these directions. Instead of 10 public high schools with a property value of only about $65,000 and 27 high-school teachers, few of whom had adequate professional training, as in 1892–93, there were in 1917–18 121 such schools valued at approximately $3,500,000 and 497 teachers, 308 of whom were college graduates.[39] The progress that has been made along these lines is shown in the table on the following page.

The Curricula of the Secondary Schools.—As we have shown, public secondary instruction has been greatly extended in Florida within the last twenty-nine years; but it has also been greatly

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[38] See pp. 121–22.

[39] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 193–94.

TABLE XV. PROGRESS IN PUBLIC HIGH-SCHOOL EDUCATION DURING THE PERIOD 1892–1918[40]

	1892–93	1897–98	1902–03	1907–08	1912–13	1917–18
Number of high schools	10[a]	24[b]	41[b]	74	84[c]	121[d]
Two-year schools	......[e]	......[e]	......[e]	......[e]	26	14
Three-year schools	......[e]	......[e]	......[e]	......[e]	8	3
Four-year schools	......[e]	......[e]	......[e]	......[e]	50	70
High-school teachers:						
Total number	27[f]	68[f]	93[f]	166	260	497
College graduates	......[e]	......[e]	......[e]	......[e]	135	308
High-school enrollment:						
Schools reporting	10	24	41	......[e]	82	99
Total number enrolled	615	1,054	1,805	2,414	4,264	7,163
First-year students	......[e]	......[e]	......[e]	1,145	1,883	2,882
Second-year students	......[e]	......[e]	......[e]	686	1,254	2,006
Third-year students	......[e]	......[e]	......[e]	359	669	1,326
Fourth-year students	......[e]	......[e]	......[e]	224	458	949
Number graduating	27	99	156	197	367	529
Number who entered higher institutions	12	21	56	102	145	201
Property and equipment:						
Total value	$65,000[g]	$117,975	$385,300	$800,000[h]	$1,669,600[i]	$3,405,075[g]
Schools reporting	......[e]	22	40	......[e]	82	......[e]
Value of laboratories	......[e]	......[e]	......[e]	......[e]	$33,712	$101,190
Schools reporting	......[e]	......[e]	......[e]	......[e]	40	85
Value of libraries	......[e]	......[e]	......[e]	......[e]	$16,939	$36,498
Schools reporting	......[e]	......[e]	......[e]	......[e]	59	79
Volumes in libraries	......[e]	3,079	8,579	19,741	18,270	62,654
Schools reporting	......[e]	13	30	67	56	29
Total amount expended for high schools	......[e]	$42,344	$43,975	$49,830	$124,355	$447,334[j]
Schools reporting	......[e]	16	17	23	40	......[e]

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[40] For the figures of this table see Rep. of U. S. Com. of Ed., 1892–93, II, 1820; 1897–98, II, 2108–09; 1902–03, II, 1882–83; 1907–08, II, 865–75; 1912–13, II, 470; Bien. Rep. of St. High Sc. Inspec., 1912–14, in Bien. Rep. of Supt. of Pub. Ins., 1912–14, pp. 153–242; and Bien. Rep. of St. High Sc. In spec., 1916–18, in Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 175–345.

[a] The number reported. Twenty-five had been established by the close of the scholastic year 1892–93, but there are no data as to just how many of these were in operation. In addition to those mentioned on page 103, the following schools had been established: Fernandina High School (colored), Fernandina, 1880; Anthony High School, Anthony, 1892; Kings Ferry Academy, Kings Ferry, 1892; Gainesville Graded High School, Gainesville, 1892 (see Rep. of Com. of Ed., 1892–93, II, 1820).

[b] The number reported. Several others had been established, but there are no data as to just how many of these were in operation.

[c] The number is given as 82 in one place, and 86 in another.

[d] No report from 34 of these as to ength lof curriculum in years.

[e] No data.

[f] In the schools reported.

[g] Approximate value.

[h] Approximate value. Value of grounds and buildings as reported by 73 schools was $677,050 (see Rep. of Com. of Ed., 1907–08, II, 874).

[i] Given in one place of Inspector Thackston's report as $1,666,100.

[j] The total amount expended as reported by 75 schools was $399,425.

improved. As in the elementary schools, the older courses of study were indeed quite meager, being devoid of many of the elements usually found in an up-to-date high-school curriculum, and possessing many that were more or less unrelated to life. For the most part, they were concerned almost exclusively with the old or traditional secondary-school subjects, the most common ones being higher arithmetic, algebra, geometry, Latin, rhetoric, English composition, outlines of general history, physics, chemistry, and physical geography; trigonometry, elementary analytics, English literature, Greek, United States history and civil government, astronomy, and psychology were sometimes taught; but little or no systematic instruction was given in physiology and hygiene, the commercial subjects, the manual arts, household economics, the agricultural pursuits, music, drawing, and public speaking. The two following curricula — the first being the curriculum of the high school at Live Oak, and the second that of the one at Bradentown — represent in general what the early high schools of the State offered in the way of educational opportunity to the youth of their respective communities.

TYPICAL TWO-YEAR HIGH-SCHOOL CURRICULUM[41]

FIRST YEAR		SECOND YEAR	
First Term	*Second Term*	*First Term*	*Second Term*
Algebra	Algebra	Plane Geometry	Solid Geometry
Rhetoric	General History	Astronomy	Trigonometry
Civil Government	Physics	Literature	Chemistry
Physical Geography	Word Analysis	Botany	Geology
Latin	Latin	Latin	Latin

TYPICAL FOUR-YEAR HIGH-SCHOOL CURRICULUM[42]

FIRST YEAR	SECOND YEAR
Higher Arithmetic	Algebra
Algebra	Plane Geometry
Henkles' Speller	English Literature
Lockwood's English	Latin (Caesar)
First Latin Book	General History
General History	

THIRD YEAR	FOURTH YEAR
Solid Geometry	Trigonometry
Word Analysis	Elementary Analytics
Rhetoric	English Criticism
Latin (Cicero)	Latin (Virgil and Horace)
Chemistry	Political Science

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[41] *Vide* Bien. Rep. of Supt. of Pub. Ins., 1894–96, p. 230.

[42] *Vide ibid.*, pp. 223–25.

The need of better high-school courses of study was quite generally recognized by both the state and county school authorities. At the state convention of county superintendents and other school officers which met at Green Cove Springs, February 11–13, 1902, the following resolution was almost unanimously adopted:[43]

> "Resolved 4. That we recognize the need of a standard course of study for the county schools and recommend that the State Superintendent, with a competent committee, appointed by him, prepare and distribute among the schools of the State such a course of study with suggestions as to the best means of adapting the same to individual needs."

That same year Professor H. E. Bennett, clerk and assistant of State Superintendent Sheats, prepared a bill which had as one of its provisions a provision for the formulation of a standard high-school curriculum.[44] This bill was introduced by Senator W. A. Blount, of Escambia County, and after being slightly amended was passed by both branches of the legislature, becoming a law May 26, 1903.[45] Section eight of this act provided for the appointment by the state superintendent of public instruction of a committee of not less than six or more than ten of the most capable persons, of whom at least one-third were to be presidents or principals of state higher educational institutions, and at least one-third were to be principals of high or graded schools, and these, together with the state superintendent, at the earliest practical date were to prepare a standard curriculum for the high schools of the State. This curriculum was to prescribe the minimum requirements for a standard high school and enough of other work to insure suitable preparation of the high-school graduates for admission into the freshman classes of the state institutions for higher education; but it was not to prescribe the details as to order or method of instruction, though it could make recommendations along these lines. It further provided that the state superintendent should have this curriculum printed and distributed free of charge among the teachers and school officers of the State.

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[43] See Bien. Rep. of Supt. of Pub. Ins., 1900–1902, p. 414.

[44] See Bien. Rep. of Supt. of Pub. Ins., 1902–04, pp. 228–30.

[45] See Laws of Florida, 1903, Chap. 5206.

A committee of ten was appointed by State Superintendent Sheats in July, 1903.[46] This committee met on the 28th of the month, and organized by electing Superintendent Sheats as chairman. After a session of four days the work was completed.[47] The following is a brief outline of the curriculum that was formulated.

STANDARD CURRICULUM FOR THE PUBLIC HIGH SCHOOLS (1903)[48]

FIRST YEAR

Names of Courses	*Periods per Week*
English Grammar	Three
English Classics	One
Prose Composition	One
Algebra	Four
Arithmetic	One
Physical Geography	Five
Civil Government of the United States[49]	One
General History (with special reference to Greece and Rome)	Four
Collar and Daniel's First Book in Latin (or its equivalent)	Five

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[46] This committee consisted of the following: President T. H. Taliaferro, University of Florida; President A. A. Murphree, Florida State College; Professor H. E. Bennett, principal of State Normal School; Professor J. E. Guisinger, principal of St. Petersburg Normal and Industrial School; Professor T. F. McBeath, principal of Jacksonville Grammar School; Professor A. A. Simpson, principal of Osceola High School; Miss Maude Schwalmeyer, primary teacher in Summerlin Institute; Miss Mary S. Johnson, formerly principal of Tampa Graded School; Superintendent S. Philips, of Levy County; Superintendent W. M. Holloway, of Alachua County.

[47] See Bien. Rep. of Supt. of Pub. Ins., 1902-04, pp. 229-30.

[48] See Standard Course of Study for the Public High Schools of Florida, with an Advisory Course of Study for Rural Schools.

[49] In the junior, or two year, high schools the history of the United States was to be offered, also.

SECOND YEAR

Names of Courses	*Periods per Week*
English Grammar	Three
English Classics	One
Prose Composition	One
Algebra	Four
Arithmetic	One
Zoology (first half of the year)	Five
Botany (second half of the year)	Five
General History[50]	Five
Four Books of Caesar (or their equivalent)	Five

THIRD YEAR

Names of Courses	*Periods per Week*
Rhetoric	Four
English Classics	One
Plane Geometry	Five
Physics	Five
English History	Four
History and Civil Government of Florida	One
Four Orations against Catiline (first half of the year)	Five
Three Books of the Aeneid (second half of the year)	Five
First-year German (elective)	Five
First-year French (elective)	Five
First-year Spanish (elective)	Five
First-year Greek (elective)	Five

FOURTH YEAR

Names of Courses	*Periods per Week*
Rhetoric (first half of the year)	Three
Rhetorical and Grammatical Study of English Classics	
(first half of the year)	Two
(second half of the year)	Three
Theme Writing (second half of the year)	Two
Plane Trigonometry (first half of the year)	Five
Solid Geometry, Spherical Trigonometry, or Bookkeeping (second half of the year)	Five
Chemistry	Five
United States History	Five
First Six Books of the Aeneid (completed) and Latin Prose Composition from Manual (first half of the year)	Five
Ovid's Metamorphoses (or its equivalent) and Latin Prose Composition from Manual (second half of the year)	Five

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[50] In the junior high schools general history, with special attention to England, and history and civil government of Florida were to be offered the first half of the year; and general history, with special attention to England, and a review of United States history, the second half.

Second-year German (elective)	Five
Second-year French (elective)	Five
Second-year Spanish (elective)	Five
Second-year Greek (elective)	Five

As the law required, this curriculum was printed and distributed among the school officers and teachers throughout the State. A part or all of it was at once introduced in practically all the public schools offering secondary-school work.[51] The two-year high schools adopted the first two grades; and the four-year high schools, all four.[52] This continued to be the work offered in the various high schools until 1910, when the minimum requirements with reference to instruction for a standard high school were supplemented and amended by the state board of education. Two high-school curricula were formulated, which were as follows:[53]

Latin Curriculum

First Year

English Grammar
English Composition
English Classics
First Latin Book
Algebra (to quadratics)
English History

Second Year

Rhetoric
English Composition
English Classics
Caesar's Gallic War (four books)
Algebra (completed)
General History

Third Year

Rhetoric
English Literature
English Composition
English Classics
Six Orations against Catiline
Plane Geometry
Physics[54]

Fourth Year

American Literature
English Composition
English Classics
Virgil's Aeneid (six books)
Plane Trigonometry
United States History and Civics

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[51] See Bien. Rep. of Supt. of Pub. Ins., 1902–04, p. 233; also Bien. Rep. of Supt. of Pub. Ins., 1904–06, p. 13.

[52] This was necessary in order to be classified as standard junior and senior high schools, respectively, and also in order to receive aid from the State (see Laws of Florida, 1903, Chap. 5206, Sec. 10; and Laws of Florida, 1905, Chap. 5382, Sec. 10).

[53] See Bien. Rep. of Supt. of Pub. Ins., 1908–10, pp. 220–22.

[54] Laboratory three periods per week.

English Scientific Curriculum[55]

First Year

English Grammar
English Composition
English Classics
Algebra (to quadratics)
Either Botany or Zoology (or both for a term each)
English History

Second Year

Rhetoric
English Composition
English Classics
Algebra (completed)
Physical Geography
General History

Third Year

Rhetoric
English Literature
English Composition
English Classics
Plane Geometry
Physics[54]
Ethics

Fourth Year

American Literature
English Composition
English Classics
Plane Trigonometry
Commercial Arithmetic and Bookkeeping, or Physiology
United States History and Civics

One or both of these curricula were generally accepted and adopted by the various four-year high schools.[56] A large per cent of the regular four-year, or senior, high schools offered both. However, the classical curriculum was the one emphasized. In the other four-year high schools the classical curriculum was the only one usually offered. Most of the two- and three-year high schools adopted, respectively, the first two and three grades of one or both of the curricula, but they gave nearly all their attention to English, history, mathematics, and Latin. Thus we see that at that time very little attention was given to science in any of the high schools. Practically none was given to the manual arts, agriculture, and household economics.[57] But within the last decade the emphasis has been changing from the old or traditional subjects to the scientific and vocational ones. During this time, while urging the high schools to adopt the standard curriculum[58] as the minimum work to be offered, the leading educators and school officers of the State have also constantly urged the introduction of subjects more closely related to life. As a result, public high-school instruction has been considerably broadened and enriched. More will be said in this connection in the following division on vocational education in Chapter X.

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[55] The four years of work in mathematics and English are exactly the same here as in the Latin curriculum.

[56] See Bien. Rep. of St. High Sc. Inspec., 1910–12, in Bien. Rep. of Supt. of Pub. Ins., 1910–12, pp. 229–307.

[57] In 1911–12 there were only five high schools with any form of manual or home-economics work—Manatee, Pensacola, Jacksonville, St. Petersburg, and Tampa. Two of these offered domestic science only; one, manual training; and two, manual training and domestic science. And there were only nine maintaining courses in agriculture (see Bien. Rep. of Supt. of Pub. Ins., 1910–12, pp. 247–48).

Present Secondary-School Advantages.—As we have just seen, public secondary instruction has been both greatly extended and improved. Schools giving such instruction have been established in sections of the State not hitherto supplied with any means of secondary education; and the advantages offered equal, if not surpass, those offered in any of the other states in the South.[59] In 1917–18 there were 121 public high schools in operation—14 two-year high schools, 3 three-year high schools, 70 four-year high schools, and 34 high schools from which no report was received as to the length of the curriculum in years, but of which 15 were reported the year before as having a two-year curriculum, 3 a three-year curriculum, and thirteen a four-year curriculum. The following year five other high schools were reported,[60]— Chattahoochee, Enterprise, George Washington, Umatilla, and Woodrow Wilson, — making a total of 126 in operation in 1918–19.

But we shall get a better idea of the secondary-school advantages that are being offered the youth by noticing the various standards that have been obtained by many of the public high schools. In this connection we find that there are 15 schools which have met the requirements of the state board of education for a standard junior high school, 9 for a standard intermediate high school, and 38 for a standard senior high school.[61] Now, the minimum requirements for a standard junior high school are:[62]

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[58] Until the year 1919 this was the one which was authorized and promulgated by provisions in Chapter 5206, Laws of 1905, and supplemented and amended by the state board of education in 1910. But, as we have seen (pp. 118–19), a new standard high-school curriculum was formulated by the state department of education in 1918, and prescribed for the public high schools of the State by the legislature of 1919. An analysis of this curriculum will be given in Chapter X.

[59] See Bull. of U. S. Bu. of Ed., 1916, No. 20, pp. 91–94; also Report of the Commission on Accredited Schools of the Association of Colleges and Secondary Schools of the Southern States, 1919.

[60] See Directory of Florida School Officers, High Schools and other Educational Institutions, 1919. Tallahassee, Florida: T. J. Appleyard, Printer.

1st. The term must not be less than 8 months, or 160 days.

2d. The average daily attendance must not be less than 50 pupils.

3d. It must have in regular attendance not less than 10 pupils in the ninth and tenth grades.

4th. It must employ not less than 4 full-time teachers, each legally certificated.

5th. The principal must hold a valid life-state, state, or first-grade certificate supplemented by a special certificate covering all the academic subjects prescribed in the standard high-school curriculum for the ninth and tenth grades.

6th. At least one properly certificated teacher must devote all of his or her time to teaching the ninth and tenth grades.

7th. The average length of the recitation periods in the two high-school grades must not be less than 40 minutes.

8th. All pupils in the high-school grades must carry not less than 4 academic subjects.

9th. The building must contain not less than 4 properly equipped recitation rooms.

10th. It must have laboratory equipment and a well-selected library, each worth not less than $100.

The minimum requirements for a standard intermediate high school are:[63]

1st. The term must not be less than 8 months, or 160 days.

2d. The average daily attendance must not be less than 100 pupils.

3d. It must have in regular attendance not less than 20 pupils in the ninth, tenth, and eleventh grades, 5 of whom must be in the eleventh grade.

4th. It must employ not less than 2 teachers, exclusive of the principal, each legally certificated and devoting all of his or her time to teaching high-school classes.

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[61] Chapter 5206, Laws of 1903, and Chapter 5382, Laws of 1905, provide for only two classes of high schools,—junior and senior,—the former including those offering the first two grades of the standard high-school courses of study, and the latter including those offering all four grades; but in 1914 the state board of education decided to authorize three classes,—junior, intermediate, and senior.

[62] See Florida Regulations for Accrediting High Schools, Regulation 1; in Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 169–70.

[63] See Florida Regulations for Accrediting High Schools, Regulation 2; in Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 170–71.

5th. Every teacher must hold a certificate covering the subjects taught..

6th. The principal must hold either a life-state or state certificate, and must not hear more than 4 regular recitations a day.

7th. The average length of the recitation periods in the three high-school grades must not be less than 45 minutes.

8th. All pupils in the high-school grades must carry not less than 4 academic subjects.

9th. The building must contain not less than 7 well-adapted recitation rooms, all furnished with necessary teaching appliances.

10th. It must have laboratory equipment and a well-selected library, each worth not less than $150.

The minimum requirements for a standard senior high school are:[64]

1st. The term must not be less than 8 months, or 160 days.

2d. The average daily attendance must not be less than 150 pupils.

3d. It must have in regular attendance not less than 30 pupils in the four high-school grades, 10 of whom must be in the eleventh and twelfth grades.

4th. It must employ not less than 3 teachers, exclusive of the principal, each legally certificated and devoting all of his or her time to teaching high-school classes.

5th. Every teacher must hold a certificate covering the subjects taught.

6th. The principal must hold either a life-state or state certificate, and must not hear more than 3 regular recitations a day.

7th. The average length of the recitation periods in all high-school grades must not be less than 45 minutes.

8th. All pupils in the high-school grades must carry not less than 4 academic subjects.

9th. The building must contain not less than 8 well-adapted recitation rooms, all furnished with necessary teaching appliances.

10th. It must have laboratory equipment and a well-selected library, each worth not less than $200.

The schools which have met these various requirements and were accredited by the state department of education May 1, 1919, together with their location and the name of their principal, are as follows:[65]

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[64] See Florida Regulations for Accrediting High Schools, Regulation 3; in Bien. Rep. of Supt. of Pub. Ins., 1916–18, p. 171.

[65] See Directory of Florida School Officers, High Schools and other Educational Institutions, 1919.

STANDARD JUNIOR HIGH SCHOOLS

Name of School	*Town*	*County*	*Principal*
Sherwin	Millville	Bay	R. L. Hosford
Cocoanut Grove	Cocoanut Grove	Dade	A. L. Isaac
Bowling Green	Bowling Green	DeSoto	J. N. Overhultz
Chattahoochee	Chattahoochee	Gadsden	Miss Lucile Weaver
Havana	Havana	Gadsden	E. L. Shuler
Greensboro	Greensboro	Gadsden	Miss Farris Davis
Jasper	Jasper	Hamilton	J. M. Guilliams
Woodrow Wilson	Tampa	Hillsborough	Robert M. Ray
George Washington	Tampa	Hillsborough	D. M. Cook
Umatilla	Umatilla	Lake	W. C. Finney
Williston	Williston	Levy	J. A. Osteen
Winter Park	Winter Park	Orange	M. J. Okerlund
Delray	Delray	Palm Beach	J. E. McKean
Frostproof	Frostproof	Polk	W. O. Smith
Enterprise	Enterprise	Volusia	Mrs. Marie R. Jones

STANDARD INTERMEDIATE HIGH SCHOOLS

Name of School	*Town*	*County*	*Principal*
Alachua	Alachua	Alachua	L. Golden
Lake Butler	Lake Butler	Bradford	R. H. Terry
Avon Park	Avon Park	DeSoto	J. G. Malphurs
Sebring	Sebring	DeSoto	E. McCulley
Mayo	Mayo	Lafayette	J. H. George
Okeechobee County	Okeechobee	Okeechobee	W. R. Terrell
St. Cloud	St. Cloud	Osceola	N. H. Bullard
Taylor County	Perry	Taylor	A. E. Riley
Seabreeze	Seabreeze	Volusia	H. E. Wakefield

STANDARD SENIOR HIGH SCHOOLS

Name of School	*Town*	*County*	*Principal*
Gainesville	Gainesville	Alachua	F. W. Buchholz
Cocoa	Cocoa	Brevard	R. L. French
Ft. Lauderdale	Ft. Lauderdale	Broward	B. B. Lane
Columbia County	Lake City	Columbia	W. H. Stephens
Miami	Miami	Dade	J. H. Workman
DeSoto County	Arcadia	DeSoto	W. N. Henderson
Pensacola	Pensacola	Escambia	J. M. Collier
Gadsden County	Quincy	Gadsden	J. A. Youngblood
Hillsborough County	Tampa	Hillsborough	E. L. Robinson
Plant City	Plant City	Hillsborough	S. L. Woodward
Jackson County	Marianna	Jackson	T. H. Campbell
Leesburg	Leesburg	Lake	S. A. Draper
Gwynne	Ft. Myers	Lee	W. E. Sawyer
Leon County	Tallahassee	Leon	R. M. Sealey
Madison	Madison	Madison	W. B. Cate

Manatee County	Bradentown	Manatee	J. E. Ricketson
Sarasota	Sarasota	Manatee	E. L. Beeson
Palmetto	Palmetto	Manatee	A. H. Flowers
Ocala	Ocala	Marion	W. H. Cassels
Orlando	Orlando	Orange	J. W. Simmons
Osceola County	Kissimmee	Osceola	R. M. Evans
Palm Beach	West Palm Beach	Palm Beach	B. H. Gault
Pasco County	Dade City	Pasco	R. W. VanBrunt
Tarpon Springs	Tarpon Springs	Pinellas	G. V. Fuguitt
Lakeland	Lakeland	Polk	Chas. M. Jones
Ft. Meade	Ft. Meade	Polk	G. H. Williams
Summerlin Institute	Bartow	Polk	A. B. Connor
Mulberry	Mulberry	Polk	T. W. Yarbrough
Winter Haven	Winter Haven	Polk	C. E. Kensinger
Putnam County	Palatka	Putnam	M. P. Geiger
St. Augustine	St. Augustine	St. Johns	W. E. Knibloe
St. Lucie County	Ft. Pierce	St. Lucie	L. E. Bennett
Sanford	Sanford	Seminole	Jno. F. McKinnon
Suwannee County	Live Oak	Suwannee	H. G. Metcalf
DeLand	DeLand	Volusia	B. F. Ezell
Daytona	Daytona	Volusia	J. F. Eastham
New Smyrna	New Smyrna	Volusia	H. B. Craven
Walton County	DeFuniak Springs	Walton	W. T. Tiller

In addition to the foregoing 62 high schools which have already been accredited as standard high schools by the state department of education, we find that most of the others do excellent work, but that they fail to comply with all the requirements which would entitle them to accreditation, their chief failure being that of observing the law and the regulation requiring every teacher to hold a valid Florida certificate covering the subjects taught.[66] About half of the non-standard high schools lack just a little of meeting the requirements for a standard senior high school.[67] Many of these four-year non-standard high schools are among the very best in the State, their graduates being admitted, without examination, to any of the schools or departments of both the University of Florida and the Florida State College for Women;[68] and some of them are also among the best in the

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[66] See Directory of Florida School Officers, High Schools and other Educational Institutions, 1919.

[67] See Bien. Rep. of St. High Sc. Inspec., 1916–18, in Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 175–345.

[68] See Bien. Rep. of Supt. of Pub. Ins., 1914–16, pp. 180–82; and Bull. of U. S. Bu. of Ed., 1916, No. 20, p. 20.

South, being recognized as standard high schools by the Commission on Accredited Schools of the Association of Colleges and Secondary Schools of the Southern States.[69]

Furthermore, we find that 32 of the 126 public high schools of the State have attained such high merit that they have been placed on the list of standard secondary schools by the Commission on Accredited Schools of the Association of Colleges and Secondary Schools of the Southern States.[69] This commission is composed of thirty-nine representative Southern educators, three from each of the following states: Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee, Texas, Virginia, and West Virginia. Its main purpose is to standardize the secondary schools of the South. It meets annually for the purpose of considering a revision of its regulations, for the consideration of applications for accreditation from the secondary schools of the different states, and for the purpose of providing for the publication and distribution of the accredited list. To get on this list a school must meet each of the following minimum requirements:[70]

1st. It must require for graduation the completion of a four-year high-school curriculum embracing fourteen standard units.

2d. The scholastic attainment of three-fourths of the teachers of academic subjects must be equivalent to graduation from a college belonging to the Association of Colleges and Secondary Schools of the Southern States, or a college approved by the commission.

3d. No teacher should hear more than five recitations a day, schools in which teachers hear as many as six being inspected by the commission with extreme care.

4th. It must have library and laboratory facilities adequate for the needs of instruction.

5th. Its environment and equipment must be such as to insure hygienic conditions for the pupils and teachers.

6th. It must rank well in efficiency of instruction, acquired habits of thought and speech, and general intellectual and moral tone, as evidenced by rigid thorough-going, sympathetic inspection.

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[69] See Report of the Commission on Accredited Schools of the Association of Colleges and Secondary Schools of the Southern States, 1919, p. 7.

[70] See Report of the Commission on Accredited Schools of the Association of Colleges and Secondary Schools of the Southern States, 1919, pp. 15-17.

7th. It must employ not less than three teachers who devote all their time to high-school instruction.

8th. It must fill out the regular annual application blank furnished for that purpose. In case of schools with twelve or more teachers, a complete report on teachers once every three years will be sufficient, but full data as to changes must be given annually.

9th. It must have not more than thirty pupils per teacher.

Schools meeting these requirements are recognized by school authorities throughout the South as standard secondary schools, and graduates of these schools are given full credit for the work they have done, not only in all the higher educational institutions of the South, but also in some of the strongest of the North. The public high schools of Florida which have met these requirements and were accredited by the commission January, 1919, together with their location and the name of their principal, are as follows:[71]

PUBLIC HIGH SCHOOLS ON THE SOUTHERN ACCREDITED LIST

Name of School	*Town*	*County*	*Principal*
DeSoto County	Arcadia	DeSoto	W. N. Henderson
Manatee County	Bradentown	Manatee	J. B. Ricketson
Clearwater	Clearwater	Pinellas	J. I. Reese
Daytona	Daytona	Volusia	J. F. Eastham
Walton County	DeFuniak Springs	Walton	W. T. Tiller
DeLand	DeLand	Volusia	B. F. Ezell
Ft. Lauderdale	Ft. Lauderdale	Broward	B. B. Lane
Ft. Meade	Ft. Meade	Polk	G. H. Williams
Gwynne	Ft. Myers	Lee	W. E. Sawyer
St. Lucie County	Ft. Pierce	St. Lucie	L. E. Bennett
Gainesville	Gainesville	Alachua	F. W. Buchholz
Osceola County	Kissimmee	Osceola	R. M. Evans
Lakeland	Lakeland	Polk	Chas. M. Jones
Largo	Largo	Pinellas	A. W. Hayes
Leesburg	Leesburg	Lake	S. A. Draper
Suwannee County	Live Oak	Suwannee	H. G. Metcalf
Miami	Miami	Dade	J. H. Workman
New Smyrna	New Smyrna	Volusia	H. B. Craven
Ocala	Ocala	Marion	W. H. Cassels
Putnam County	Palatka	Putnam	M. P. Geiger
Palmetto	Palmetto	Manatee	A. H. Flowers
Pensacola	Pensacola	Escambia	J. M. Collier
Plant City	Plant City	Hillsborough	S. L. Woodward

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[71] *Ibid.*, p. 7.

Gadsden County	Quincy	Gadsden	J. A. Youngblood
St. Petersburg	St. Petersburg	Pinellas	Earle C. Case
Sanford	Sanford	Seminole	Jno. F. McKinnon
Sarasota	Sarasota	Manatee	E. L. Beeson
Leon County	Tallahassee	Leon	R. M. Sealey
Hillsborough County	Tampa	Hillsborough	E. L. Robinson
Tarpon Springs	Tarpon Springs	Pinellas	G. V. Fuguitt
Wauchula	Wauchula	DeSoto	D. B. Shaver
Palm Beach	West Palm Beach	Palm Beach	B. H. Gault

To repeat, in providing secondary-school advantages for her young people Florida is equal, if not superior, to any state in the South. This is evident from the fact that she has on the Southern accredited list more public high schools than any other state in the South, excepting Georgia, Texas, and West Virginia, and that she has, in proportion to her population, more

TABLE XVI

NUMBER OF PUBLIC HIGH SCHOOLS ON THE SOUTHERN ACCREDITED LIST IN EACH OF THE STATES (1919)

States	Total number[a]	Number per 100,000 people[b]
Florida	32	3.20
West Virginia	43	2.98
Georgia	41	1.40
Texas	63	1.36
South Carolina	18	1.08
Kentucky	26	1.07
Virginia	24	1.07
Arkansas	17	.96
Louisiana	11	.85
North Carolina	21	.85
Alabama	19	.71
Mississippi	13	.60
Tennessee	14	.60

[a] See Report of the Commission on Accredited Schools of the Association of Colleges and Secondary Schools of the Southern States, 1919; and Bull. of U. S. Bu. of Ed., 1916, No. 20, pp. 91–94.

[b] Based on estimates by the United States census bureau for 1918.

than these, even, and far more than any of the others, as is shown by the foregoing table.

SUMMARY

Since 1892 there has been marked progress in public elementary and high-school education in Florida. For example, elementary instruction has been greatly extended. The enrollment in the common schools has increased from less than 100,000 to more than 225,000; the average daily attendance, from a little over 60,000 to almost 166,000; and the average length of the school term in days, from about 100 to 133. In this connection the following means have been quite helpful: compulsory school-attendance, educational campaigns, school-improvement associations, better and more adequate school buildings, grounds, equipment and teachers, and the transportation of pupils to and from school at public expense, But in addition to the improvement in the enrollment, attendance, and length of term, the common-school curricula, also, have been considerably improved, the courses offered having been both increased and enriched.

The progress made in public high-school education, however, has been still more noticeable. The number of pupils has increased from less than 700 to more than 7,000. The means used in effecting this increase have been, for the most part, the provision of more adequate and suitable school plants and the employment of a larger and more efficient teaching staff. The courses of study, too, have been greatly improved, both in quantity and quality. In fact, the State has made such rapid progress in all phases of high-school education that the advantages now offered equal, if not surpass, those offered by any other Southern state.

CHAPTER VII

THE PUBLIC-SCHOOL AWAKENING—*Continued*

C. VOCATIONAL EDUCATION

The Extension of Vocational Education.—The term "vocational education" is here used to indicate the types of work included in the general field of industrial education, home economics, and agricultural and commercial pursuits. Now, at first — that is, in the nineties — very little was done in the way of providing instruction and training in any of these fields in either the public elementary or secondary schools. Some instruction in the elements of bookkeeping and agriculture was offered in a few of the best elementary schools, and a commercial department seems to have been established in some of the leading high schools;[1] but this is practically all that was done until about the year 1900. About that time the St. Petersburg Normal and Industrial School — one of the best public schools in the State — was established.[2] From the first, excellent home-economics and industrial departments were maintained. But for several years this was the only public school which offered work along these two lines.[3] Gradually, however, the people awoke to the necessity of vocational education; and so courses in these two vocational fields, and also in agriculture and the commercial subjects, began to be inaugurated in both the grammar and high-school grades of the public schools. During the last decade no little progress has been made in this direction. The number of schools offering such courses and also the number of students enrolled therein have both greatly increased.

Commercial Departments.—For a good many years the commercial subjects have been looked upon rather favorably by both the patrons and the school officers. Consequently, they have had more or less attention in the public schools, especially in the high schools. But at first only elementary bookkeeping was offered, and this only in the leading schools. Later, however, other subjects were introduced. Within the last decade a regular commercial department has been established in a number of the high schools, and some excellent work has been done. In 1915–16 thirteen of these schools were reported as having 321 students in their commercial courses.[4]

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[1] See Rep. of U. S. Com. of Ed., 1894–95, II, 2223; also Bien. Rep. of Supt. of Pub. Ins., 1896–98, pp. 365 and 405.

[2] See Bien. Rep. of Supt. of Pub. Ins., 1898–1900, pp. 315–19; and Bien. Rep. of Supt. of Pub. Ins., 1900–1902, pp. 168 and 195–99.

[3] See Bien. Rep. of Supt. of Pub. Ins., 1906–08, p. 20.

Commercial Courses of Study.—Outside of the elementary principles of bookkeeping, very little commercial instruction has been offered in any of the elementary schools. Commercial courses of a definite vocational character have been confined to the high schools. No uniform curriculum has been followed by the various schools, but the one here given represents fairly well the commercial work usually offered.[5]

TYPICAL COMMERCIAL CURRICULUM

First Year	*Second Year*
Business English	Business English
Spelling	Correspondence
Penmanship	Spelling
Commercial Arithmetic	Penmanship
Shorthand	Commercial Arithmetic
Touch Typewriting	Touch Typewriting
Commercial Law	Bookkeeping

Departments of Industrial Education.—The term "industrial education" is here used to denote the field of vocational education which has for its object industrial advancement. It includes drawing and designing, manual training, applied art, and any kind of shop work that will help to meet the needs of manual workers in the trades and industries. The first school to give instruction in any of these industrial subjects was the high school at St. Petersburg, formerly known as the St. Petersburg Normal and Industrial Institute.[6] This was the only school in which such instruction was given until about 1908, when it began to be offered by other schools in the State.[7] Since then the number of schools maintaining one or more industrial features has considerably increased. In 1915–16 10 of these schools were reported as having 337 students in their industrial courses.[8] In 1916–17 and 1917–18 quite a number of other schools were reported as offering instruction and training in industrial work.[9] This increase has been due, to some extent, to the vocational-education law[10] assenting to and accepting the provisions of the Smith-Hughes Act.[11] The principal schools which were reported as providing for some phase of industrial education in 1917–18, together with their location, are as follows:[12]

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[4] See Rep. of U. S. Com. of Ed., 1917, II, 514.

[5] For this curriculum see Course of Study and Rules and Regulations Adopted by the Board of Public Instruction of Dade County, Florida, September 2, 1913, pp. 16–17.

[6] See page 181.

PRINCIPAL SCHOOLS MAINTAINING INDUSTRIAL COURSES (1917–18)

Name of School	*Town*	*County*
Avon Park	Avon Park	DeSoto
Clearwater	Clearwater	Pinellas
Daytona	Daytona	Volusia
DeLand	DeLand	Volusia
Delray	Delray	Palm Beach
Duval[13]	Jacksonville	Duval
Gonzalez[14]	Gonzalez	Escambia
Homestead	Homestead	Dade

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[7] See Bien. Rep. of Supt. of Pub. Ins., 1906–08, p. 20; also Bien. Rep. of Supt. of Pub. Ins., 1908–10, p. 80.

[8] See Rep. of U. S. Com. of Ed., 1917, II, 514.

[9] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 251–60, 291–300, 562, 569, 590, 593, 601, 619, 639, 692, and 713.

[10] See Laws of Florida, 1917, Chap. 7376.

[11] An act of Congress approved February 23, 1917.

[12] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 251–60, 291–300, 562, 593, 601, 713, and 776; also An. Rep. of Fed. Bd. for Voc. Ed., 1919, I, 119 and 219.

All these schools are excellent high schools, most of them being on one, or both, of the state and Southern accredited lists.

[13] In addition to the regular day classes, a few evening classes, with a total enrollment of 22, were conducted in connection with the shipbuilding industry and building trades in Jacksonville. The following year (1918–19) there were 13 separate classes, with a total enrollment of 446. The work was organized on the basis of short unit courses. It was supported by the State and the Smith-Hughes Fund.

[14] Also known as the J. M. Tate Agricultural School.

Largo	Largo	Pinellas
Lemon City	Lemon City	Dade
Jackson County	Marianna	Jackson
Milton	Milton	Santa Rosa
Plant City	Plant City	Hillsborough
Safety Harbor	Safety Harbor	Pinellas
Starke	Starke	Bradford
Seabreeze	Seabreeze	Volusia
St. Petersburg	St. Petersburg	Pinellas
St. Augustine	St. Augustine	St. Johns
Wauchula	Wauchula	DeSoto
Palm Beach	West Palm Beach	Palm Beach

Industrial Courses of Study.—In the primary and intermediate, or first six, grades the courses of instruction have been general in character, and taught by the regular teachers. But in the grammar and high-school grades the instruction has usually been somewhat prevocational and vocational, respectively, and taught by special teachers. The following brief outline indicates fairly well the instruction and training that have usually been given in the different industrial departments:[15]

Seventh Grade: Shop talks; pencil drawings of problems to be executed in wood; and simple bench work.

Eighth Grade: Continuation of work in seventh grade.

Ninth Grade: Shop talks; simple constructive drawing; wood-turning of simple articles of useful value and band-sawing of simple scroll work; and execution of problems dealing with joinery work.

Tenth Grade: Shop talks; careful drawing of all articles to be made; continuation of ninth-grade wood-turning and band-sawing work; and cabinet-making.

Eleventh Grade: Shop talks; freehand and mechanical lettering and drawing; wood-turning of such objects as table legs, pedestals, etc., and band-sawing of fancy scroll work; and continuation of tenth-grade cabinet-making.

Twelfth Grade: Shop talks; constructive drawing continued; wood-turning and band-sawing in several branches; and fine cabinet work.

Departments of Home Economics.—The term "home economics" is here used to denote the field of vocational education designed to bring about better living conditions in the home. It includes sewing, cooking, laundering, sanitation, nursing, house-planning, house-furnishing, and, in fact, instruction and training in any subject related to the general problem of home-making and home-keeping. As in the case of industrial education, the first school to inaugurate such a department was the high school at St. Petersburg, in 1900.[16] This was the only school in which a department of home economics was maintained until about 1908, when such a department was inaugurated by two schools in Tampa.[17] Since then the number of schools offering instruction and training in one or more subjects of home economics has considerably increased. In 1915–16 there were 18 schools reported as maintaining a home-economics department, the total enrollment in these departments being 596.[18] In 1916–17 and 1917–18 quite a number of other schools were reported as maintaining such a department.[19] In addition, there were several counties in which a home-demonstration agent was employed to conduct practical demonstration work in home economics, not only for the boys and girls in the schools, but also for the adults in the various localities.[20] This increase of attention to this phase of vocational education has been due, partly to the vocational-education law mentioned above,[21] and partly to a law passed in 1915,[22] which empowers the school board for any county and the board of trustees for any special-tax school-district to establish and maintain a department of home economics in any of the high schools over which they have jurisdiction, and empowers the school board for any county also to employ a county agent to give practical demonstration work in home economics and to aid the county superintendent and teachers in giving practical education along this line. In 1917–18 thirteen counties were reported as having such an agent:[20]

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[15] See the outlined courses of study issued by the county boards of public instruction.

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[16] See page 140.

[17] See Bien. Rep. of Supt. of Pub. Ins., 1906–08, p. 20; also Bien. Rep. of Supt. of Pub. Ins., 1908–10, p. 80.

[18] See Rep. of U. S. Com. of Ed., 1917, II, 515.

[19] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 251–60, 291–300, 562, 569, 590, 593, 599, 619, 627, 639, 646, 673, 692, 737, 751, 763, and 768.

[20] *Ibid.*, pp. 562, 578, 590, 594, 705, 710, 714, 719, 723, 740, 752, 763, and 768.

[21] See page 142.

[22] See Laws of Florida, Chap. 6833.

Bradford, Clay, DeSoto, Duval, Polk, Putnam, St. Johns, St. Lucie, Santa Rosa, Taylor, Volusia, Walton, and Washington. The principal schools reported as making provision for home-economics courses, together with their location, are the following: [23]

PRINCIPAL SCHOOLS WITH HOME-ECONOMICS COURSES (1917–18)

Name of School	*Town*	*County*
Alva	Alva	Lee
Avon Park	Avon Park	DeSoto
Boynton	Boynton	Palm Beach
Bushnell[24]	Bushnell	Sumter
Chipley	Chipley	Washington
Clearwater	Clearwater	Pinellas
Daytona	Daytona	Pinellas
DeLand[24]	DeLand	Volusia
Ft. Lauderdale	Ft. Lauderdale	Broward
Gadsden County	Quincy	Gadsden
Homestead	Homestead	Dade
Inverness	Inverness	Citrus
Jackson County[24]	Marianna	Jackson
Lakeland	Lakeland	Polk
Largo	Largo	Pinellas
Leesburg	Leesburg	Lake
Lemon City	Lemon City	Dade
Leon County[25]	Tallahassee	Leon
Manatee County	Bradentown	Manatee
Milton	Milton	Santa Rosa
Montverde	Montverde	Lake
Mulberry	Mulberry	Polk
Ocala	Ocala	Marion
Orlando	Orlando	Orange
Osceola County	Kissimmee	Osceola
Palm Beach	West Palm Beach	Palm Beach
Pasco County	Dade City	Pasco
Pensacola	Pensacola	Escambia
Punta Gorda	Punta Gorda	DeSoto
Putnam County	Palatka	Putnam

[23] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 251–60, 291–300, 593, 599, 627, 639, 646, 673, 763, 768, 776, and 886.

[24] One of the four schools designated by the state board in 1917 to receive aid from the State and the Smith-Hughes Fund in paying the salary of the teacher of home economics.

[25] In 1918 this school was added to the list of schools to be aided by the State and the Smith-Hughes Fund in paying the salary of the home-economics teacher.

St. Petersburg	St. Petersburg	Pinellas
Safety Harbor	Safety Harbor	Pinellas
Seabreeze	Seabreeze	Volusia
Summerlin Institute	Bartow	Polk
Umatilla	Umatilla	Lake
Walton County	DeFuniak Springs	Walton
Wauchula	Wauchula	DeSoto
Williston[24]	Williston	Levy
Winter Haven	Winter Haven	Polk
Zellwood	Zellwood	Orange

Courses of Study in Home Economics.—Until very recently the courses of study have usually been limited to only a few problems in cooking and sewing. This has been due very largely to the lack of proper community support, competent teachers, and suitable equipment. But with the overcoming of these limitations the courses have been made much broader. In most of the schools maintaining a home-economics department attention is given, not only to cooking and sewing, but also to the principles of nutrition, the planning of meals, the composition and manufacure of various foods, and other subjects having as their object the betterment of living conditions in the home. Such instruction is usually given in the seventh, eighth, ninth, and tenth grades; and about one and a half hours per week are devoted to it. In some schools, however, more advanced courses are offered in the eleventh and twelfth grades, also, such courses being designed for the preparation of teachers and for those who desire to become proficient in the household sciences and arts. The following group of subjects is rather typical of what has been offered in the various departments of home economics:[26]

Seventh Grade: The production and use of foods; the preparation and serving of foods; easy sewing such as hemming towels, darning stockings, patching muslin and gingham, making aprons, and so forth.

Eighth Grade: Principles of food preparation; selecting and preparing foods; planning and serving meals, and computing their cost; mending real articles; and cutting, making, and fitting a few simple garments.

Ninth Grade: Continuation of work begun in the grammar grades in regard to foods; principles of nutrition; dressmaking; and household furnishing.

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[26] See outlined courses of study issued by the county boards of public instruction.

Tenth Grade: Nutrition work of ninth grade continued; the composition and manufacture of various foods; dressmaking; and household management.

Eleventh Grade: Preserving and jelly-making; the growth and effect of bacteria in foods; household sanitation; dressmaking; household furnishing; and a study of the principal textile fibres.

Twelfth Grade: Nutrition and dietetics; millinery; renovating old materials; preparing clothing budgets; and making graduating dress.

Agricultural Departments.—Until quite recently agriculture has been regarded with absolute indifference and even studied neglect by the local school authorities and public-school teachers. As we have seen,[27] a law was passed in 1903, and re-enacted in 1905, requiring the teachers to offer such lessons in agriculture as were provided for in the county courses of study. But it seems that nothing was done by the county boards of education in the way of providing for any agricultural instruction until 1909,[28] when a law was passed making the elementary principles of agriculture a prescribed subject of study for all the common schools, and requiring the school boards to provide for a course in this subject and to see that it was taught by the teachers of their respective counties as thoroughly as any other prescribed branch. Since then agriculture has been gaining a permanent and important place in the public-school curriculums. Not only has a course in the elements of agriculture been introduced in practically all the common schools, but a regular agricultural department has been inaugurated in several of the high schools. In 1915–16 there were 12 schools reported as having a department of agriculture, the average enrollment in these departments being 24.[29] Since then other schools have been added to the list,[30] this increase being largely due to the vocational-education law already referred to,[31] and to a law passed two years before,[32] which authorizes the county boards of education and the boards of trustees for the special-tax school-districts to establish and maintain a department of agriculture in any of the high schools under their control.[33] Also, several counties of the State have been reported[34] as employing, in accordance with an act of 1915,[35] one or more county agents to conduct practical demonstration work in agriculture and to aid the county superintendent and teachers in giving instruction along this line.[36] As a rule, the work of these agricultural departments and demonstration agents has met with the hearty approval of the people of the State, as is shown by their willingness to support it.[37] In view of this loyalty and appreciation, and in view of the fact that a state director for vocational education and a full-time state supervisor of agriculture have been provided for,[37] it is quite likely that a much larger number of the schools will soon be making provision for this phase of education.

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[27] See page 119.

[28] See page 120.

[29] See Rep. of U. S. Com. of Ed., 1917, II, 515.

[30] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 251–60, 291–300, 562, 585, 601, 627, 639, 653, 685, 692, 776–77, and 884–86; also An. Rep. of Fed. Bd. for Voc. Ed., 1919, I, 118.

[31] See page 142.

[32] See Laws of Florida, 1915, Chap. 6833.

Courses of Study in Agriculture.—As stated above, since 1909 all the common schools of the State have been required to offer a course in the elementary principles of agriculture. Such a course has usually been given in the eighth grade, and has been general in its character. Until recently it was limited almost entirely to textbook instruction, the textbook used being Duggar's *Agriculture for Southern Schools.*[38] Within the past few years, however, school gardening or home-project work has received considerable attention in several counties.[39] In the high-school grades the work has not been confined to the study of a textbook, but from the first has included both instruction and training somewhat adapted to local needs.[39] Since the passage of the law which assented to and accepted the provisions of the Smith-Hughes Act, the agricultural work in most of the high schools has been strictly vocational. In addition to the study of such topics as are suited to local conditions, each student is required to carry out, under the direction of the teacher of agriculture, a piece of practical work at home, which involves the application of principles learned at school.[40] Thus we see that both the elementary and high schools have begun to be of real value in preparing students for one of the most important forms of human activity. Because of the widespread interest that is beginning to be manifested in this type of education, there is every reason to believe that the courses of study will soon be greatly enlarged and enriched.

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[33] The principal schools reported as making provision for agricultural work in 1918–19 are located as follows: Bonifay, in Holmes County; Gonzalez, in Escambia County; Greensboro, in Gadsden County; Largo, in Pinellas County; Lemon City, in Dade County; Madison, in Madison County; Montverde, in Lake County; Pahokee, in Palm Beach County; Starke, in Bradford County; and Wauchula, in DeSoto County.

[34] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 562, 578, 627, 632, 673, 711, 714, 719, 723, 740, 752, and 763.

[35] See Laws of Florida, 1915, Chap. 6833.

[36] In 1917–18 the following counties employed such agents: Bradford, Clay, Jackson, Jefferson, Orange, Putnam, St. Johns, St. Lucie, Santa Rosa, Taylor, Volusia, and Walton.

[37] See An. Rep. of Fed. Bd. for Voc. Ed., 1919, Vol. I, p. 118.

[38] See outlined courses of study issued by the county boards of public instruction.

[39] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 562, 578, 627, 632, 673, 711, 714, 719, 723, 740, 752, and 763.

D. Special Types of Schools

The Extension of Special Education.—During the present period (1892–1921) Florida has made some progress in the direction of providing instruction and training for special classes, also. In 1892 the only school that was maintained for special classes was a school for the blind, deaf, and dumb. Since then not only has this one been greatly improved, but two new types of schools have been established and maintained — reform schools and kindergartens.

School for the Blind, Deaf, and Dumb.—As already pointed out,[41] a school for the blind and deaf-mutes of the State, known as the Florida Institute for the Blind, Deaf, and Dumb,[42] was established by act of the legislature at St. Augustine in 1883, and opened for the admission of students in December of the following year. From the very beginning it has had a steady growth.[43] Since 1891 the value of its grounds and buildings has increased from $16,000 to about $250,000; its annual income from $10,000 to $77,246; its annual expenditure from $10,000 to $37,450; the number of officers and teachers from 9 to 32; and the number of students enrolled from 43 — 36 deaf and 7 blind — to 185[44] — 131 deaf and 54 blind.[45] Also, better methods of instruction have been introduced, and the number of studies has been increased. In the deaf department the combined method, or eclectic system, has been adopted; and the courses of study have been extended so that those who desire may prepare for admission to Gallaudet College, Washington, D. C. In the blind department the New York point system has been adopted, and courses of instruction have been outlined in accordance with the textbooks obtainable under this system. Within recent years the graduates of both these departments, as President Walker says, have been almost without exception entirely self-supporting.[46]

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[40] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, p. 777; also An. Rep. of Fed. Bd. for Voc. Ed., 1919, Vol. I, p. 118.

[41] See pages 104–06.

[42] In 1909 its name was changed to the Florida School for the Deaf and the Blind (see Laws of Florida, 1909, Chap. 5927).

[43] For an account of this school see the state superintendent's report for 1892–94, pp. 181–83; 1894–96, pp. 139–43; 1896–98, pp. 307–12; 1898–1900, pp. 211–23; 1900–1902, pp. 199–207; 1902–04, pp. 207–20; 1904–06, pp. 241–50; 1906–08, pp. 177–90; 1908–10, pp. 187–201; 1910–12, pp. 184–92; 1912–14, pp. 305–11; 1914–16, pp. 365–94; 1916–18, pp. 392–400.

Reform Schools.—The next class of children to be provided for outside of the regular public schools were those who stood in danger of becoming criminals — that is, children in need of special moral training. A school for boys of this class, known as the Florida State Reform School,[47] was established in pursuance of an act of the legislature, approved June 4, 1897.[48] It was located at Marianna, in Jackson County, and was opened on January 1, 1900.[49] The object of its establishment was to reform young offenders of the law and restore them to the community with purposes and characters fitting them for good citizens, and with a trade fitting them for self-maintenance.[50] Until January of 1919, however, this institution was nothing more than a retention place for juvenile delinquents.[51] But since then it has made remarkable progress. Courses of study outlined for the regular public elementary and high schools, instruction and training in twelve different industries, military training, a modern system of farming, and so forth, have been inaugurated; a teaching body of seven well-trained persons has been employed; and a building program looking to the erection of not less than fifteen new buildings has been adopted.[52] Indeed, it is rapidly becoming what it was intended to be — a real reclamation school for delinquent boys.[53]

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[44] The enrollment for 1917–18.

[45] See Rep. of U. S. Com. of Ed., 1891–92, II, 1244, 1250; Rep. of U. S. Com. of Ed., 1917, II, 661; and Bien. Rep. of the President of the Florida School for the Deaf and the Blind, 1916–18, 7–10, 29–37.

[46] See the state superintendent's report for 1912–14, p. 308; 1914–16, p. 381; and 1916–18, p. 397.

[47] In 1913 its name was changed to the Florida Industrial School for Boys (see Laws of Florida, 1913, Chap. 6529).

[48] See Laws of Florida, 1897, Chap. 4565.

[49] See Bien. Rep. of Supt. of Pub. Ins., 1898–1900, pp. 221–23.

[50] See Laws of Florida, 1897, Chap. 4565, Sec. 4.

A similar school for girls was provided for by the legislature of 1915.[54] This institution, known as the Florida Industrial School for Girls, was located at Ocala, in Marion County, and was opened for the admission of students in 1917. From the beginning it has been what it was meant to be — a reclamation school for girl delinquents.[55] Three teachers have been employed throughout the year; and instruction has been given in reading, writing, arithmetic, spelling, language, story telling, history, geography, physiology, agriculture, home economics, and industrial work.[56] It has indeed rendered a splendid service to the State. With the erection of a new dormitory, hospital, laundry, and dairy, for which the legislature of 1919 made an appropriation, it promises to be of still greater service.[57]

Kindergartens.—Another special type of school for which legal provision has been made is the kindergarten. In 1905 the legislature passed an act which empowers any county board of public instruction or board of trustees of any special-tax school-district to establish and maintain kindergartens in communities that guarantee the attendance of twenty-five kindergarten pupils. Every kindergarten established must be a part of the public school in the same community, and under the direction and control of its principal; and every teacher employed as principal of a kindergarten department must hold a certificate of graduation from a reputable kindergarten training-school.[58] As yet, however, not many public-school kindergartens have been established.[59] But, in view of the growing interest in this type of school, which I have observed among the people of several of the towns and cities, I feel that there will soon be quite a number of such schools in the State.

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[51] Superintendent Frank E. McClane, in a letter written to me on January 26, 1920.

[52] Superintendent McClane, in letter cited.

[53] The enrollment for 1918–19 was 209.

[54] See Laws of Florida, 1915, Chap. 6840.

[55] However, no girl is admitted who is pregnant. If such a one is received without knowledge of her condition, she is at once returned to the judge who committed her.

[56] The number of students enrolled in 1918–19 was 40.

[57] There is no printed report of the school. The information that I have concerning it has, for the most part, been obtained from its superintendent, Miss Lumie B. Davis.

E. HIGHER EDUCATION

Higher Education Prior to 1892.—Thus far, not much has been said in regard to higher education, because very little had actually been achieved along this line prior to the present period (1892–1921). However, the men who laid the foundations of the various institutions of the State were not guilty of overlooking the importance of such education. As early as 1823, only one year after Florida had been organized as a territory, two townships of land, known as seminary lands, were reserved by the General Government for the purpose of aiding in the maintenance of two higher educational institutions.[60] The following year the subject of higher education was discussed in the legislative council. In December, 1835, the register of the land office was authorized and directed to select and secure the seminary lands.[61] The next year a university was proposed, of which fourteen persons were named as trustees, in the act of Congress which authorized the sale of lands for its support.[62] Nothing, however, seems to have resulted from this proposal. In 1837, 1842, and 1843, legislative acts were passed providing for the preservation and leasing of the seminary lands,[62] the act of 1843 providing also for the lending of all sums obtained from this source on bond and mortgage at eight per cent. In 1845, when Florida was admitted to statehood, she was granted by the General Government two entire townships of land in addition to the two which had already been reserved, making a total of nearly one hundred thousand acres,[63] the proceeds of which were to be used for the establishment of two institutions of higher learning, one to be located east and the other west of the Suwannee River.[64] The state constitution adopted that year provided that such proceeds should be and remain a perpetual fund, and that the interest of this fund should be appropriated to no other purpose than the one specified.[65] Two years later the register of public lands was authorized to protect and rent or sell these lands, and to invest the proceeds in United States stock.[66]

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[58] See Laws of Florida, 1905, Chap. 5387.

[59] In 1914–15 there were but 10 reported, with a total enrollment of 535 (see Rep. of U. S. Com. of Ed., 1917, II, 15).

[60] See United States Statutes at Large, Vol. III, p. 756.

[61] See Thompson's *Digest of the Statute Law of Florida*, 1847, p. 40.

[62] See Report on Seminary Lands, in House Journal, Adjourned Session, 1845, appendix.

The first step taken by Florida toward realizing the object of the foregoing Federal Grant was in 1846, when a board consisting of four members, two from each section of the State, was directed to give its views as to establishing the two educational institutions.[67] The second step was in 1851, when a law was passed authorizing the establishment of two seminaries of learning, one upon the east and the other upon the west side of the Suwannee River. Their first object was to be the professional training of teachers; their second, the giving of instruction in agriculture and the mechanic arts, "in the fundamental laws, and in what regards the rights and duties of citizens." As soon as the buildings of either seminary were completed, half the interest that had arisen from the proceeds of the sales of the seminary lands was to be placed to its credit.[68]

By an act approved January 6, 1853, the seminary east of the Suwannee River was located at Ocala, in the county of Marion, as the result of an offer by the citizens of Marion County to give the State several town lots, with the buildings erected thereon, and one thousand six hundred dollars in money.[69]

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[63] The exact amount received was 85,714 acres.

[64] See congressional act of March 3, 1845.

[65] See article ten.

[66] See Laws of Florida, 1846–47, p. 47.

[67] See Laws of Florida, 1846–47, p. 83.

[68] See Laws of Florida, 1850–51, p. 97.

[69] See Laws of Florida, 1852–53, p. 83.

This school, known as the East Florida Seminary, was opened in the fall of that year. Here it remained until 1866, when it was removed to Gainesville,[70] where for eleven years it continued to be, as before its removal, but little more than a local elementary school.[71] But in June, 1877, Professor Edwin P. Cater was called to the principalship, which position he held for twenty-two years.[72] At once he began, and continued, to make improvements.[73] That year the work was graded as thoroughly as possible, and the foundation laid for steady improvement along other lines. Gradually the elementary courses were dropped, and more advanced ones added;[74] a more competent teaching force was employed; and better buildings and equipment were provided. From 1883 to 1892 the seminary did excellent work, and was patronized by the entire State. However, it was not a college, but a high-grade secondary school with the military feature and a commercial and a teacher-training department.

The seminary west of the Suwannee River was placed at Tallahassee on January 1, 1857, in consequence of an offer on the part of the citizens of that town to give the State ten thousand dollars, including the property of the Florida Institute, a school owned by them, and also to pay two thousand dollars per annum for the tuition of the children of said town.[75] This school, known as the West Florida Seminary, was opened the following month for the instruction of boys. No girls were admitted until the fall of 1858, after which instruction was given both the sexes, but in separate departments until 1882.[76] Like the other seminary, this one was for the first fourteen years but little more than an elementary school for the children of the county in which it was located.[77] But from 1880 to 1892 considerable progress was made. In 1880 the primary courses were abolished.[78] Two years later coeducation of the sexes and military training were adopted, which helped to improve the work of the institution.[79] In 1883 the buildings were enlarged; new equipment was procured; a normal school established; and the number of the faculty increased to seven, which was larger than it had ever been. As a result, there was also a larger enrollment than ever before, seventy-four students being enrolled, of whom fifteen were from beyond the limits of Leon County — the county in which the school was located.[79] In August, 1887, when Professor George M. Edgar was called to the presidency of the institution, other improvements were inaugurated. For example, the work of the seminary was at once reorganized, the military feature being discontinued and the scope of instruction limited to four years of work — two high-school and two collegiate.[80] During the next four years the scope of instruction was extended, a splendid building erected, and better equipment provided.[81] In 1891–92 there were seven years of instruction offered — three in the high-school and four in the collegiate department. The curriculum included courses in English, Latin, Greek, German, French, mathematics, history, political economy, philosophy, and natural science. That same year there was a faculty of five well-trained teachers and eighty matriculated students. Thus it is seen that considerable progress has been made since 1880. However, the seminary still lacked a great deal of being a standard college — that is, in the sense in which the term is used today.

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[70] See Laws of Florida, 1865–66, p. 50.

[71] See Bien. Rep. of Supt. of Pub. Ins., 1876–78, pp. 24–25.

[72] See Bien. Rep. of Supt. of Pub. Ins., 1898–1900, p. 179.

[73] See Bien. Rep. of Supt. of Pub. Ins., 1878–80, pp. 24–25, 56–58; 1880–82, pp. 15–16; 1882–84, pp. 10–12; 1884–86, p. 9; Annual Rep. of Supt. of Pub. Ins., 1887, p. 12; 1888, p. 14; 1889, pp. 12–15; 1889–90, pp. 12–15; 1890–91, pp. 11–12; and 1891–92, pp. 14–15.

[74] The most important additions were the establishment of normal school work in 1880, the adoption of military training in 1883, and later the introduction of certain commercial subjects.

[75] See Laws of Florida, 1856–57, p. 28.

[76] See Bien. Rep. of Supt. of Pub. Ins., 1880–82, p. 16.

Another legislative step toward the provision for higher education is found in the law passed February 18, 1870,[82] and amended February 17, 1872,[83] which provided for the establishment of a college — to be known as the Florida Agricultural College — in accordance with the terms of the congressional act commonly called the Morrill, or Land-Grant, Act of 1862.[84] Having complied with the provisions of the congressional act, the State received from the General Government in 1872 ninety thousand acres of land, the proceeds from the sale of which were to be used for the support of the proposed college.[85] The next year a site for the institution was selected in Alachua County, but nothing further was accomplished.[86] In 1875 the location was changed to Eau Gallie, in Brevard County, where a temporary college building was completed the following year.[87] But, as before, no educational work was inaugurated. The place seems to have been entirely unfit.[88] Consequently, the new board of trustees, which was provided in March, 1877, appointed a committee of three to decide upon a suitable location.[89] Nothing, however, was done until 1883, when the college was located at Lake City, in Columbia County, in consequence of its "central position and acknowledged healthfulness" and of a "generous and public-spirited offer" on the part of its citizens.[90] During the year 1883–84 an excellent building was completed, a faculty of five members selected, and a curriculum arranged. On November 1, 1884, the work of instruction was finally begun, with an enrollment of thirty-eight male students,[91] all of whom were in the preparatory department.[92] For the first two years this institution was but little more than a local high school with military training.[93] In 1886 the board of trustees, in order to effect an improvement, attempted to unite it with what was then known as the Florida University[94] under the name of the University of Florida and Agricultural College.[95] Nothing, however, came of this attempt. But from 1886 to 1892 considerable improvement was made.[96] For example, some of the elementary courses were dropped, and more advanced ones added; five new buildings were erected; better equipment was provided; and, in 1887, an agricultural experiment station was, in accordance with the terms of the Hatch Act,[97] established as a department of the college. In 1891–92 there were six years of instruction offered — two in the preparatory and four in the collegiate department. The curriculum included courses in English, Latin, mathematics, history, philosophy, physics, chemistry, biology, veterinary science, agriculture and horticulture, manual training and drawing, civil engineering, and military science and tactics. That same year there were over one hundred matriculated students, nearly fifty per cent of whom were in the college proper,[98] and a faculty of fourteen well-qualified professors. Thus it is evident that this institution was then providing fairly good opportunities for higher education; but, as in the case of the West Florida Seminary, it had been offering such opportunities only three or four years, and there were but few of the youth of the State who availed themselves of them.

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[77] See Bien. Rep. of Supt. of Pub. Ins., 1878–80, pp. 23–25.

[78] See Bien. Rep. of Supt. of Pub. Ins., 1878–80, p. 59.

[79] See Bien. Rep. of Supt. of Pub. Ins., 1882–84, pp. 10–11.

[80] See Annual Rep. of Supt. of Pub. Ins., 1887, pp. 9–12.

[81] See Annual Rep. of Supt. of Pub. Ins., 1888, pp. 14–16; 1889, pp. 10–12; 1889–90, pp. 10–12; 1890–91, pp. 10–11; and 1891–92, pp. 12–13.

[82] See Laws of Florida, 1870, Chap. 1766.

[83] See Laws of Florida, 1872, Chap. 1905.

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[84] For the Morrill Act see U. S. Stat. at L., 37th Congress, p. 503; and for an amendment to it see U. S. Stat. at L., 39th Congress, p. 208.

[85] On December 21, 1874, this amounted to $80,000, with which the trustees had purchased $100,000 worth of Florida bonds (see Annual Rep. of Supt. of Pub. Ins., 1873–74, pp. 40–42).

[86] See Annual Rep. of Supt. of Pub. Ins., 1872–73, pp. 17–31; and Annual Rep. of Supt. of Pub. Ins., 1873–74, pp. 40–42.

[87] See Bien. Rep. of Supt. of Pub. Ins., 1874–76, pp. 96–106.

[88] See Bien. Rep. of Supt. of Pub. Ins., 1876–78, p. 56.

[89] See Bien. Rep. of Supt. of Pub. Ins., 1876–78, pp. 57–58. The authority for this was given by the legislature in November, 1877 (see Laws of Florida, 1877, p. 103).

[90] See Bien. Rep. of Supt. of Pub. Ins., 1882–84, pp. 12–13.

[91] Women were not admitted until the fall of 1895.

[92] See Rep. of U. S. Com. of Ed., 1884–85, p. 49.

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[93] See Bien. Rep. of Supt. of Pub. Ins., 1884–86, pp. 15–16.

[94] This so-called university was organized by private enterprise under a liberal charter in February, 1883, Dr. John Kost being chosen as chancellor. It was proposed that the institution should embrace five different schools of instruction—a college of literature and science, a college of medicine and surgery, a polytechnic and normal institute, a theological institute, and a college of law. The first two, however, were the only ones that were ever put into actual operation. The former was the West Florida Seminary; the other, the Tallahassee College of Medicine and Surgery. But these were conducted as branches of the university for only a brief duration. This scheme for a state university was soon dropped, Dr. Kost—apparently its author—becoming a member of the faculty of the Florida Agricultural College in 1886 (see Rep. of U. S. Com. of Ed., 1883–84, pp. 51–52; and U. S. Bu. of Ed., Circ. of Inf., No. 7, 1888, pp. 46–47).

[95] See Bien. Rep. of Supt. of Pub. Ins., 1884–86, pp. 14–15.

[96] See Bien. Rep. of Supt. of Pub. Ins., 1884–86, pp. 12–14; Annual Rep. of Supt. of Pub. Ins., 1887, pp. 16–17; 1888, pp. 12–13; 1889, pp. 9–10; 1889–90, pp. 8–10; 1890–91, pp. 7–12; and 1891–92, pp. 9–12.

[97] For this act see U. S. Stat. at L., Vol. XXIV, p. 440.

[98] See Rep. of U. S. Com. of Ed., 1891–92, Vol. II, p. 1188.

Still another step in the direction of higher education was taken in 1887, when a law was enacted providing for the establishment of two state normal colleges — one for whites and one for negroes.[99] The former, known as the State Normal College for White Students, was placed at DeFuniak Springs, in Walton County;[100] the latter, known as the State Normal College for Colored Students, at Tallahassee, in Leon County.[101] These schools were opened in October of that year for the admission of both sexes. From the very first both the work of instruction and the attendance were rather good. However, the courses of study were limited almost entirely to a review or completion of the common-school subjects and to the professional training of teachers for such subjects.

Higher Education, 1892–1905.—As we have just seen, Florida had accomplished very little in the field of higher education before 1892. She had made only a beginning. But during the years 1892–1905 there was considerable progress, as is evidenced by the increase in the number of students enrolled for higher educational work and by the improvement in the courses of instruction, the teaching body, and the environment and equipment in each of the state institutions for higher learning. In the case of the East Florida Seminary[102] a more advanced curriculum was offered, some of the lower work being dropped and three years of higher work added;[103] the number of teachers was increased from five to seven; and the buildings and equipment were improved, a girls' dormitory being provided, some much needed apparatus purchased, and several repairs made. In the case of the West Florida Seminary,[104] known as the Florida State College after 1901,[105] additional courses were gradually provided[106] and the requirements for graduation slightly raised; the enrollment was greatly increased, there being but 73 students in 1891–92, only 25 of whom were in the collegiate department, and nearly 350 in 1904–05, over 150 of whom were in the collegiate department;[107] the faculty, also, was greatly increased,[108] there being but 4 members in 1891–92 and 17 in 1903–04;[109] and the school plant was considerably improved, a library building and two commodious dormitories, one each for the young men and young women, being constructed, some additions and repairs made, and nearly 5,000 standard library books and considerable laboratory equipment procured. Thus it is seen that the growth of this institution was quite noticeable. But the growth of the Florida Agricultural College, known as the University of Florida after 1903,[110] was almost as great.[111] Some of the courses of study were greatly enriched, and several others added;[112] the enrollment was a little more than doubled, there being 110 students in 1891–92, 49 of whom were regular college students,[113] and 225 in 1904–05,[114] 87 of whom were regular college students;[115] the number of teachers was exactly doubled, there being 28 in 1904–05;[115] and many valuable changes and additions in the school plant were effected, several splendid buildings, including a dormitory, a science building, and a gymnasium, being erected and equipped, a 238-acre farm purchased and improved, quite a number of teaching facilities added, and many minor improvements made.[116] Also, there was no little progress in the two state normals. In the one for white students,[117] the curriculum was extended to cover five years' work, instead of two, as was the case in 1891–92, and was placed on a more strictly professional basis;[118] the enrollment was increased from 90 to 140;[119] the number of teachers from 4 to 11;[119] and the environment and equipment were improved considerably, an excellent dormitory for young ladies, a new model school, a gymnasium, and a laboratory being built, three additional lots secured, and a few other valuable changes and additions made. And in the one for colored students,[120] which was moved to its present site[121] in 1891, the curriculum was greatly changed, there being added to it a richer and more varied content, including courses in agriculture, home economics, and manual work of various kinds; the enrollment was nearly doubled,[122] it being 79 in 1891-92, and 143[123] in 1904-05; the teaching corps was increased from 6 to 19 members; [122] and the grounds, buildings, and equipment were made more adequate and suitable.

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[99] See page 99.

[100] This school was maintained largely by annual state appropriations.

[101] This school was maintained largely by a special congressional appropriation, under what is commonly known as the second Morrill Act, and annual state appropriations to meet the requirements not provided for by the congressional fund.

[102] For an account of this school see the state superintendent's report for 1892–94, pp. 167–73; 1894–96, pp. 67–73; 1896–98, pp. 281–85; 1898–1900, pp. 179–84; and 1900–1902, pp. 164, 173–78.

[103] There is no record as to the exact number of students in the higher courses. However, there were probably sixty in 1900–1901, for there were ten in the graduating class that year.

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[104] For an account of this school see the state superintendent's report for 1892–94, pp. 162–67; 1894–96, pp. 77–83; 1896–98, pp. 285–94; 1898–1900, pp. 184–94; 1900–1902, pp. 163–64, 169–73; and 1902–04, pp. 189–92.

[105] See Bien. Rep. of Supt. of Pub. Ins., 1900–1902, p. 163.

[106] A department of science was inaugurated in 1898; a teacher-training department, in 1900; a music department, in 1902; and a business department, in 1903.

[107] There were 15 in the graduating class in 1905.

[108] See Rep. of U. S. Com. of Ed., 1891–92, II, 1141; and Rep. of U. S. Com. of Ed., 1903–04, II, 1473.

[109] No record for 1904–05.

[110] See Laws of Florida, 1903, Chap. 5272.

[111] For an account of this institution see the report of the state superintendent for 1892–94, pp. 137–62; 1894–96, pp. 87–107; 1896–98, pp. 269–81; 1898–1900, pp. 174–78; 1900–1902, pp. 164–65, 178–85; and 1902–04, pp. 182–89.

[112] Four years' work in mechanical engineering, leading to the degree of bachelor of science, and two years' non-collegiate work in commercial branches, stenography, typewriting, and telegraphy were inaugurated in 1893; a group of courses specially fitted for training women, covering four years of work and leading to the degree of bachelor of science, was arranged in 1895; and a group of courses in chemistry, civil engineering, and general science, each extending over four years and leading to the bachelor of science degree, and two years of non-collegiate work in mechanic arts were provided in 1901.

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[113] See Rep. of U. S. Com. of Ed., 1891–92, II, 1188.

[114] The enrollment for this year would have been larger, if the coeducational feature, established in 1895, had not been abolished in 1903.

[115] See Rep. of U. S. Com. of Ed., 1904–05, II, 690.

[116] The total value of the school property was increased from less than $200,000 to about $400,000.

[117] For an account of this normal see the state superintendent's report for 1892–94, pp. 174–76; 1894–96, pp. 111–17; 1896–98, pp. 294–300; 1898–1900, pp. 194–200; 1900–1902, pp. 165–66, 185–91; and 1902–04, pp. 193–200.

[118] In 1904–05 courses in the following professional subjects were given: history of education, theory of education, school organization and supervision, school management and discipline, psychology and child study, and practical pedagogy (see Rep. of U. S. Com. of Ed., 1904–05, II, 787).

[119] See Rep. of U. S. Com. of Ed., 1891–92, II, 200; and Rep. of U. S. Com. of Ed., 1904–05, II, 794.

[120] For an account of this normal see the report of the state superintendent for 1892–94, pp. 177–80; 1894–96, pp. 121–28; 1896–98, pp. 301–307; 1898–1900, pp. 201–206; 1900–1902, pp. 166–67, 208–11; and 1902–04, pp. 205–07.

[121] Just a short distance from Tallahassee.

In addition to the five mentioned, two other state institutions for higher education were provided during these years. These were the South Florida Military and Educational Institute, located at Bartow, and the St. Petersburg Normal and Industrial School, located at St. Petersburg. The former,[124] later known as the South Florida Military College, was established in May, 1895, and placed under the direction and control of the state board of education.[125] One scholarship for each county was created therein, the beneficiary being given the benefit of a full four-year course of instruction without any charge for tuition, use of textbooks, arms and equipment, board, lodging, washing, fuel, and lights. The scholarships were awarded by the legislators of the respective counties. The school was supported almost entirely by legislative appropriations. It was tolerably well attended, the average attendance for the first eight years being fifty-five. Also a fairly good type of work was done, its graduates standing as high in business and professional life as those of any other school in the State. The second institution,[126] as already pointed out,[127] was established about 1900. At first it was supported and controlled jointly by the town of St. Petersburg and Hillsborough County. But in 1901 it was made a state school,[128] after which it was supported and controlled by St. Petersburg, the county of Hillsborough, and the

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[122] See Rept. of U. S. Com. of Ed., 1891-92, II, 1284; and Rep. of U. S. Com. of Ed., 1904-05, II, 794.

[123] This does not include the 131 students enrolled in the model and preparatory schools.

[124] For an account of this school see the state superintendent's report for 1894-96, pp. 129-38; 1896-98, pp. 313-17; 1898-1900, pp. 206-11; 1900-1902, pp. 167-68, 191-94; and 1902-04, pp. 175-85.

[125] See Laws of Florida, 1895, Chap. 4334.

[126] For an account of this school see the state superintendent's report for 1898-1900, pp. 315-19; 1900-1902, pp. 168, 195-99; and 1902-04, pp. 200-204.

[127] See page 140.

[128] See Laws of Florida, 1901, Chap. 4998; and Bien. Rep. of Supt. of Pub. Ins., 1900-1902, p. 199.

State. Here, too, the attendance was fairly good, and tolerably good work was done, especially in the way of training young men and women for elementary and high-school work.

Consolidation of the Higher Educational Institutions.—Thus it is quite evident that by 1905 Florida had made considerable progress in the field of higher education. However, she had made a mistake by endeavoring to maintain too many institutions — a greater number than was warranted by her population and wealth.[129] She had also made a mistake by not requiring these institutions to make satisfactory differentiation among themselves and to separate their work sufficiently from that of the high-school system. Consequently, the cost of their maintenance was disproportionate to the results obtained. None realized this more keenly than the educational leaders, who strongly urged the adoption of a policy of concentration and differentiation. As a result, the legislature of 1905 passed an act — generally known as the "Buckman Act" — providing for the adoption of such a policy.[130] The practical effect of this was to merge all the institutions for white students into two, the work of these being clearly differentiated from each other and that of the high schools of the State. The two newly created institutions were a university for men, known as the University of the State of Florida, located at Gainesville, and a college for women, known as the Florida Female College, located at Tallahassee.

Higher Education since 1905.—The remarkable advancement made by Florida in higher education since then has demonstrated the wisdom of the legislature in adopting the foregoing policy. There has been, as we shall see, a considerable increase in the number of students enrolled and a great increase in both the quantity and quality of work done, not only in the two institutions for whites, but also in the one for negroes.

The University of the State of Florida[131] was opened for the admission of students in the fall of 1905 in the buildings of

[129] The total population of Florida in 1900 was only 528,542; and the assessed valuation of all her property was but $96,686,954.

[130] For this act see Laws of Florida, 1905, Chap. 5384.

[131] For an account of this institution see the report of the state superintendent for 1904–06, pp. 206–28; 1906–08, pp. 153–66; 1908–10, pp. 157–75; 1910–12, pp. 155–72; 1912–14, pp. 282–96; 1914–16, pp. 321–47; 1916–18, pp. 369–77; and the various catalogues of the institution since 1905.

the former university at Lake City. Here it remained for one year, while buildings were being erected for its accommodation at Gainesville. That year the general organization and work were practically the same as they were the preceding year in the former university, the principal changes being that a distinct normal school, which offered courses leading to the degree of bachelor of arts in pedogogy, was maintained; that satisfactory completion of the eleventh-grade work was required for admission to the freshman class; and that the agricultural experiment station was made a separate division, although members of its staff continued to give instruction to the students and the president of the university acted as its director. The following summer the university was moved to its new plant, which at that time consisted of about five hundred acres of land[132] and two splendid buildings.[133] During the first session here the organization and work were again but slightly changed. The normal school was abolished, the courses in education being transferred to the university proper; the members of the experiment station staff were required to devote their full time to agricultural research; and a university extension bureau was inaugurated. For the next two years there were also no changes of importance, except the rapid development of the extension work. In a short time this work included the offering of correspondence courses in agriculture for the public-school teachers, the holding of farmers' institutes,[134] public lectures by various members of the faculty, and the supervision of the high schools by the professor of secondary education.[135] But in 1909, when Dr. A. A. Murphree was elected president, steps were at once taken to reorganize the university, which at that time became known as the University of Florida.[136] By the next year its organization embraced the following eight divisions: (1) a graduate school, offering courses leading to the degrees of master of arts and master of science; (2) a college of arts and sciences, offering courses leading to the degrees of bachelor of arts, bachelor of science, and bachelor of arts in education; (3) a college of agriculture, offering courses leading to the degree of bachelor of science in agriculture; (4) a college of engineering, with curriculums leading to the degrees of bachelor of science in civil engineering, bachelor of science in electrical engineering, and bachelor of science in mechanical engineering; (5) a college of law,[137] with a curriculum leading to the degree of bachelor of laws; (6) a preparatory school, including courses for graduates of junior, or tenth-grade, high schools and short courses in agriculture and mechanical arts; (7) the agricultural experiment station; and (8) a university extension bureau. Since then there have been other important changes. In 1912 the teacher-training activities of the university were reorganized and a separate division known as the Teachers College and Normal School was established. In 1913 the present academic requirement for admission to the freshman class went into effect, this requirement being a satisfactory completion of the twelfth-grade work. That same year a summer school, intended primarily for teachers, but open to others also,[138] was established by act of the legislature.[139] The following year the co-operative agricultural-extension work[140] provided for by the Smith-Lever Act of Congress[141] was inaugurated. In June, 1917, when the legislature of Florida accepted the provisions of the Smith-Hughes Act, the university was designated as the institution for the training of white teachers of agriculture, trades, and industries,[142] and since then this vocational teacher-training work has been definitely organized. It is evident, therefore, that since 1905 the university has made great progress in regard to its general organization and work. During this same time it has also gained much in its material aspects. Approximately one hundred acres have been added to its domain; thirteen excellent buildings, worth about three hundred fifty thousand dollars, have been erected; and more adequate equipment and supplies have been provided. Its faculty and student body, too, have rapidly increased, the number of professors and instructors having increased from fifteen to sixty-five,[143] and the student enrollment from one hundred thirty-six to six hundred sixty-four.[144] Indeed, it has grown into a real university, and promises to go on to still greater efficiency.

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[132] All of this was given by the citizens of Gainesville.

[133] These were worth about one hundred thousand dollars, of which the citizens of Gainesville subscribed forty thousand.

[134] These were provided for by the legislature of 1907.

[135] This chair was established in 1907, with the generous co-operation and support of the General Education Board of New York.

[136] See Laws of Florida, 1909, Chap. 5926.

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[137] This college was established in 1909.

[138] This school has always been coeducational.

[139] For this act see Laws of Florida, 1913, Chap. 6498.

[140] This work included practical instruction and demonstrations in agriculture and home economics in the various communities of the State, and was carried on by the university in co-operation with the United States Department of Agriculture.

[141] For this act see U. S. Stat. at L., XXXVIII, 372.

[142] See Laws of Florida, 1917, Chap. 7376.

The other higher educational institutions for whites, the Florida Female College,[145] was opened in the fall of 1905 also, in the old buildings of the former Florida State College at Tallahassee.[146] From the beginning the highest ideals have been fostered, as is shown by the mottoes of the new college seal — *Vires, Artes, Mores* and *Femina Perfecta.* To realize these more fully there have been numerous attempts at improvement along all lines. During the first session the general organization was somewhat different from what it had been in the former college. It consisted of the following main divisions: a college of liberal arts and sciences, offering courses leading to the degrees of bachelor of arts and bachelor of science; a school of industrial arts, with special emphasis on cooking and sewing; a school of fine arts, offering courses in music, both vocal and instrumental, drawing, painting, and expression; and a school for teachers, which took the place of the abolished state normal at DeFuniak Springs. In 1906 the school of industrial arts was combined with the college and the school for teachers; and the school of fine arts was divided into three schools — a school of music, a school of art, and a school of expression. In 1909 some extension work for the women and girls of the State was done by the director of the department of home economics. Two years later a regular extension division was established, the work of which, since 1914, has been conducted, for the most part, in co-operation with the University of Florida and the United States Department of Agriculture. In 1913 a summer school, designed for public-school teachers, but open to all students,[147] was established by legislative action.[148] Three years later a graduate school and a department of business were inaugurated. In June, 1917, when the provisions of the Smith-Hughes Act were accepted by the State, the college was designated as the institution to prepare white teachers of home-economics subjects.[149] To meet the demand for vocational home economics created by this Federal Act, there was organized the following year a school of home economics co-ordinate with the other schools of the college. Thus it is seen that since 1905 there has been a decided improvement in the matter of organization. Since then the plant, too, has been greatly improved. Six handsome brick buildings, modern in every respect, have been erected; excellent equipment and supplies have been procured; the campus has been enlarged and improved until it is one of the most beautiful in this country; and a college farm consisting of nearly two hundred acres has been purchased and placed under cultivation. Also the teaching staff and student body have become much larger, the number of teachers having increased from about twenty to forty-five,[150] and the number of students from two hundred four to six hundred sixty-two.[151] And, as a result of these improvements, the standard of the college has been steadily raised. Since September, 1913, four years of standard high-school work, or its equivalent, have been required for admission to the freshman class. Since 1915 the college has been a member of the Association of Colleges and Secondary Schools of the Southern States, an organization to which only colleges of first-class standing are admitted,[152] and to which but few colleges for women belong. Hence we see that it has become one of the very best colleges for women in the South; and, like the university, it has thoroughly justified the wisdom of the people of Florida in its establishment.

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[143] This does not include the numerous student assistants.

[144] Including the summer school, the short courses for farmers, and the courses for the boys' clubs, the enrollment for 1919-20 was nearly thirteen hundred.

[145] In 1909 its name was changed to the Florida State College for Women (see Laws of Florida, 1909, Chap. 5924).

[146] For an account of this institution see the report of the state superintendent for 1904-06, pp. 231-40; 1906-08, pp. 167-76; 1908-10, pp. 176-86; 1910-12, pp. 173-92; 1912-14, pp. 297-304; 1914-16, pp. 349-63; 1916-18, pp. 377-92; and the various catalogues of the institution since 1905.

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[147] This school has always been coeducational.

[148] See Laws of Florida, 1913, Chap. 6498.

[149] See Laws of Florida, 1917, Chap. 7376.

[150] This does not include the numerous student assistants and those engaged exclusively in home-demonstration work.

[151] Including the summer school, the enrollment for 1919–20 was over eleven hundred.

Besides the institutions of higher learning for whites, the State has maintained one for negroes.[153] As already pointed out,[154] this was established in 1887 as a state normal, and was opened at Tallahassee in the fall of that year. Unlike the other higher educational institutions of the State, it was not abolished in 1905, but was continued as a state institution for the training and instruction of colored teachers, it becoming officially known as the Colored Normal School.[155] By that time the institution had made considerable progress. However, it was not yet a college, but a good secondary school with industrial, agricultural, home-economics, and teacher-training features. Since then it has made a great advance. For example, the plant facilities have been enlarged and improved, the number of teachers and students has been increased, the older courses of instruction have been modified and enriched, and several new ones added. At present the institution has twenty-two buildings, all of which are fairly good and tolerably well-equipped, a splendid campus, and over two hundred acres of excellent farming land. It has a faculty of forty-two well-trained men and women, and an enrollment of nearly three hundred fifty students. Its instructional activities include eight years of work — four in the high-school[156] and four in the collegiate department. The collegiate work embraces six groups of studies, each of which leads to a certificate or a bachelor's degree. These courses are in the liberal arts and sciences, vocal and instrumental music, teacher-training,

[152] See Bull. of U. S. Bu. of Ed., 1917, No. 17, pp. 65–66.

[153] For an account of this institution see the report of the state superintendent for 1904–06, pp. 254–57; 1906–08, pp. 191–93; 1908–10, pp. 202–06; 1910–12, pp. 193–95; 1912–14, pp. 312–16; 1914–16, pp. 395–405; 1916–18, pp. 400–404; and the various catalogues of the institution since 1905.

[154] See page 99.

[155] In 1909 its name was changed to the Florida Agricultural and Mechanical College for Negroes (see Laws of Florida, 1909, Chap. 5925).

[156] The work in this department is practically the same as that of the standard four-year high schools of the State.

agriculture, mechanic arts, and home economics. During the past few years each phase of this work has gradually been enlarged and perfected. However, instruction in agriculture and home economics has been a special feature. In addition to the regular courses in these subjects, extension work provided for by the Smith-Lever Act has been inaugurated, and, as President Young says,[157] has "developed most remarkably." The training of teachers, too, particularly for vocational subjects, has been stressed. Vocational teacher-training work provided for by legislative and congressional appropriations, under the Smith-Hughes Act, has been undertaken. Special courses in agricultural, home-economics, trade, and industrial subjects have been organized, and very satisfactory work is being given.[158] Also a two-months' summer school for active and prospective teachers, provided for by the legislature of 1913,[159] has been maintained. Thus it is seen that this institution has made rapid progress. For the last few years it has been, and still is, rendering an invaluable service to the State; and, if the succeeding legislatures will be a little more generous in their appropriations, it is a safe prediction that it will render a still greater service.

SUMMARY

During the last two decades the movement for vocational education in Florida has made considerable progress. Courses of instruction in commercial, industrial, home-economics, and agricultural subjects have been introduced in quite a number of the public elementary and high schools, and some excellent results accomplished. A regular department in one or more of these fields has been established in several of the high schools. Moreover, a number of the counties have introduced home- and farm-demonstration work, which is becoming more closely affiliated with the work of the schools every year.

During this time there has also been some advance in regard to special types of schools. The school for the blind and deaf-mutes, established in 1883, has been greatly improved. A reform school for boys and one for girls, opened in 1900 and 1917, respectively, have developed into splendid reclamation schools for juvenile delinquents. Furthermore, legislative provision has been made for local kindergartens and some good schools of this type have been established.

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[157] See Bulletin of the Florida Agricultural and Mechanical College, Series XII, No. 9 (September, 1919), p. 4.

[158] See An. Rep. of Fed. Bd. for Voc. Ed., 1919, Vol. I, pp. 117-19.

[159] See Laws of Florida, 1913, Chap. 6498.

Since 1892 there has been notable advancement in higher education. Prior to that very little had been done in this field. But from 1892 to 1905 the five so-called higher educational institutions already established were considerably improved, and two others provided. In 1905 a law was passed which reduced the number of institutions to three — two for whites and one for negroes. Since then these have developed into real higher educational institutions, and, indeed, are rendering a great service to the State.

CHAPTER VIII

THE PUBLIC-SCHOOL AWAKENING—*Continued*

II. THE ENVIRONMENT AND EQUIPMENT OF THE SCHOOLS

We have just noticed the advancement made with respect to the system of instruction as one of the chief signs of the development of public education during the present period (1892–1921). Another sign of this development is the advance that has been made with respect to the environment and equipment of the schools. Though there had been considerable progress along this line, as we have seen,[1] during State Superintendent Russell's administration, there was, at the close of his administration (1892), still many deficiencies and needs for improvement. In this section we shall endeavor to show the progress that has been made since then in the way of removing the deficiencies and providing for the needs. In doing so we shall notice the following sub-heads: (1) buildings, grounds, and equipment, (2) health and sanitary conditions, and (3) textbooks used.

Buildings, Grounds, and Equipment.—Throughout the present period there has been a gradual awakening, especially on the part of school officers, to the importance of good, attractive, and well-equipped school buildings and grounds for all the children of the State. This is evident from numerous statements of state and county school officials. For example, in 1894 State Superintendent Sheats said that the policy of his administration had been "better schools, and fewer, if necessary, to produce that result."[2] In 1897 Superintendent John C. Compton, of Lake County, speaking at the convention of county superintendents, made this statement, which met the approval of the other members of the convention:[3]

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[1] *Vide* pages 92–94.

[2] See Bien. Rep. of Supt. of Pub. Ins., 1892–94, p. 71.

[3] See Bien. Rep. of Supt. of Pub. Ins., 1894–96, p. 387.

> ". . . To make a school the most effective it should have a good, comfortable house, well lighted, ventilated and heated, and furnished with comfortable seats and desks. Our children should be as well provided for as we ourselves are. . . ."

Five years later (1902) Superintendent Sheats reported:[4]

> "The spirit of school-house building is rapidly developing in the State, brick and neat frame buildings taking the place of improperly constructed and unsightly old structures. . . ."

Eight years after this (1910) quite a number of county superintendents of public instruction stated that there was a growing disposition on the part of the people to improve the school property,[5] the following statement by Superintendent T. W. Price, of Levy County, being quite typical of the others:[6]

> "For the past two years our people have been very active in improving their school buildings and grounds and making them more attractive and comfortable. . . ."

And three years ago (1918) Superintendent Sheats stated that since 1898 there had been a regular and continuous growth of interest along all material lines.[7]

As a result of this awakening, and of new and improved legislation,[8] there has been a steady and persistent progress in providing, improving, and equipping public-school buildings and grounds. The table on the following page will give us some idea of the progress made.

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[4] See Bien. Rep. of Supt. of Pub. Ins., 1900–1902, p. 38.

[5] See Bien. Rep. of Supt. of Pub. Ins., 1908–10, pp. 37, 38, 41, 43, 46, 49, 56, 59, 63, 66, 72, 75, 81, 87, 92, 94, 102, 104, 106, 110, 116, 118, 130, 134, 135, and 154.

[6] See Bien. Rep. of Supt. of Pub. Ins., 1908–10, p. 102.

[7] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 17 and 31.

[8] There have been three legislative steps which have helped very much in the way of providing better school buildings and grounds. The first was taken in 1899, when an act was passed authorizing the board of public instruction of any county to contract debts for the purchase of real estate to be used for educational purposes (see Laws of Florida, 1899, Chap. 4682). The second was taken four years later, when the legislature passed a resolution proposing an amendment to the constitution fixing the maximum rate of millage to be assessed in each county for school purposes at seven instead of five mills. This amendment was ratified by the people at the general election in November, 1904 (see Bien. Rep. of Supt. of Pub. Ins., 1904–06, p. 8). And the third step was taken in 1917, when the legislature passed a resolution proposing that the constitution be amended so as to fix the maximum rate of millage at ten mills. This amendment was adopted at the general election in November of the fol-

Hygienic Conditions.—There has been an awakening to the importance of the health of the school children, too. This may be seen by comparing the older reports of the various school officers with the more recent ones, the later reports having more to say with regard to the necessity of good health conditions.

There have also been some important legislative requirements as to the health of the school children, the following being the principal ones: (1) that the teachers should offer instruction in hygiene to all children in the first six grades of the public schools;[9] (2) that they should teach the evils of alcoholic stimulants and narcotics to all public-school children between the ages of six and twelve years;[10] (3) that all school buildings should be provided with sanitary toilets;[11] and (4) that medical inspection under the supervision of the state board of health should be provided for all pupils attending the public schools, the pupils being examined as to their physical condition at least once during each school year.[12]

In consequence of these legislative requirements, and of recent interest in educational hygiene, there seems to have been considerable advancement in the school health movement. This appears from the fact that the reports of the school officers during the early part of the period had but little or nothing to say concerning hygienic conditions of the schools, whereas most of the recent reports call attention to many evidences of progress along this line.[13] They show, for example, that for the most

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lowing year (see Laws Relating to Education Enacted by the Florida Legislature of 1917 and 1919, compiled by State Superintendent W. N. Sheats, p. 1).

[9] See Laws of Florida, 1903, Chap. 5206, Secs. 4 and 5.

[10] See Laws of Florida, 1915, Chap. 6832; *supra,* 120; and Bien. Rep. of Supt. of Pub. Ins., 1914–16, p. 78.

[11] See Laws of Florida, 1915, Chap. 6836.

[12] See Laws of Florida, 1915, Chap. 6829.

[13] See, especially, the reports of the superintendents of public instruction of Alachua, Bradford, Clay, Lafayette, Leon, Monroe, St. Johns, Santa Rosa, Volusia, and Walton counties, in Bien. Rep. of Supt. of Pub. Ins., 1912–14, pp. 491, 498, 507, 563, 572, 587, 609, 616, 632, 646; the reports of the superintendents of Broward, Calhoun, Dade, DeSoto, Duval,

TABLE XVII

NUMBER AND KINDS OF PUBLIC-SCHOOL BUILDINGS, NUMBER OF ROOMS, PATENT DESKS IN USE, SQUARE YARDS OF GOOD BLACKBOARDS AND VALUE OF ALL PUBLIC-SCHOOL PROPERTY (1892–1920)[14]

	1892–93	1897–98	1902–03	1907–08	1912–13	1917–18	1919–20
School buildings:							
For both races	2,366	2,121	2,384	2,357	2,610	2,674	2,532
For whites	1,752	1,638	1,787	1,769	1,973	2,058	1,945
For negroes	614	483	597	588	637	616	587
Total log	......[a]	252	207	65	4	0	0
For whites	......[a]	192	173	49	0	0	0
For negroes	......[a]	60	34	16	4	0	0
Total frame	......[a]	1,855	2,157	2,259	2,514	2,432	2,253
For whites	......[a]	1,435	1,594	1,688	1,883	1,824	1,676
For negroes	......[a]	420	563	571	631	608	577
Total brick	......[a]	14	20	33	70	186	213
For whites	......[a]	11	20	32	68	180	206
For negroes	......[a]	3	0	1	2	6	7
Total concrete	......[a]	0	0	0	22	56	66
For whites	......[a]	0	0	0	22	54	63
For negroes	......[a]	0	0	0	0	2	3
Total schoolrooms	......[a]	2,705	3,196	3,775	4,586	6,659	6,721
For whites	......[a]	2,075	2,402	2,914	3,547	5,522	5,550
For negroes	......[a]	630	794	861	1,039	1,137	1,171
Patent desks in use:							
For both races	......	22,441	33,970	57,308	94,045	152,875	162,666
For whites	......[a]	18,404	28,291	49,245	81,721	132,289	138,148
For negroes	......[a]	4,037	5,679	8,063	12,324	20,586	24,518
Total double	......[a]	16,694	23,133	33,397	40,428	38,578	36,462
For whites	......[a]	13,405	18,558	27,772	31,330	25,112	22,645
For negroes	......[a]	3,289	4,575	6,625	9,098	13,466	13,817
Total single	......[a]	5,747	10,837	23,911	53,617	114,297	126,204
For whites	......[a]	4,999	9,733	22,473	50,391	107,177	115,503
For negroes	......[a]	748	1,104	1,438	3,226	7,120	10,701
Total square yards of good blackboards	......[a]	35,420	31,994	39,020	58,700[b]	86,376	80,580
For whites	......[a]	29,121	26,482	31,919	50,100[b]	77,310	70,004
For negroes	......[a]	6,299	5,512	7,101	8,600[b]	9,066	10,576
Value of all public-school property	$548,284	$755,824	$1,067,084	$2,052,567	$4,161,667	$10,622,357	$13,547,784
For whites	......[a]	623,170	903,013	1,813,642	3,711,064	9,896,900	12,606,113
For negroes	......[a]	132,654	164,071	238,925	450,603	725,457	941,671

[a] No data. [b] Approximately.

[14] This table has been prepared from figures given in various reports of the state superintendent of public instruction.

part the school buildings are better lighted, heated, and ventilated; that they are provided with more comfortable desks, better water supply, and more sanitary toilets; and that more attention is given to the imparting of knowledge of hygiene, to the providing of opportunities for play, and to the preventing of and caring for the physical defects of the children.[15]

However, it should be pointed out that there are still many needs for improvement, the most common defects being the lack of proper lighting and suitable ventilation and toilet facilities. This is especially true in the small, isolated, rural schools.[16] Some of these schools have too limited amount of glass surface to admit sufficient light; quite a number have windows facing the children; and many of them have windows that are either poorly shaded, or else not shaded at all, the children being exposed to the direct rays of the sun, even in the hottest weather. Some of them have windows that are without weights or cords, and therefore no way of giving natural ventilation to the schoolrooms; quite a number have toilets or privies that are improperly constructed and poorly kept; and some are "unsuitable from almost every standpoint." But in most cases the people are becoming dis-

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Gadsden, Hamilton, Holmes, Jefferson, Lake, Liberty, Madison, and Osceola counties, in Bien. Rep. of Supt. of Pub. Ins., 1914–16, pp. 558, 560, 580, 595, 612, 629, 633, 644, 651, 659, 672, 675, 696; the reports of the superintendents of Franklin, Hernando, Hillsborough, Jackson, Marion, Okaloosa, Okeechobee, Orange, Pasco, Pinellas, and Putnam counties, in Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 608, 615, 620, 626, 657, 665, 668, 670, 687, 690, 709; and, also, the reports of the two state rural school inspectors, in Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 347–58 and 359–67.

[15] One county—St. Johns—maintains a dental clinic and provides free dental service to all public-school pupils in the county. This is made possible by the generosity of Mr. John T. Dismukes, of St. Augustine, who pays the dentist's salary (see Bien. Rep. of Supt. of Pub. Ins., 1912–14, p. 609; Bien. Rep. of Supt. of Pub. Ins., 1914–16, p. 711; and Bien. Rep. of Supt. of Pub. Ins., 1916–18, p. 713).

[16] For an account of these defects see the reports of the state rural school inspectors for the calendar years 1917 and 1918, in the Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 347–67.

Three years ago I had the opportunity of visiting quite a number of the public schools in nearly every county of the State. I found, as stated in these reports, that as a rule the schools of the towns and cities had adequate provision for guarding the health of the children, while many of the country schools were quite deficient in this respect.

satisfied with these poor conditions, and are spending considerable time, thought, and money in removing them. Hence, it is quite probable that practically all the schools of the State will soon have adequate provision for guarding the health of the pupils.

Textbooks Used.—And, in the third place, there has been a great advance in the matter of textbooks. This has been due very largely to new and better legislation, the first advanced legislative step being in June, 1899, when a law was enacted providing for county uniformity of textbooks in the public elementary schools.[17] This law required that the books constituting such uniform system in each county should be selected by the county board of public instruction, after consultation with the county superintendent and at least three leading teachers of the county; that the adoption of such system should be gradual, the entire adoption, however, consummated by July 1, 1901; that the adoption should last for at least five years; that the county superintendent should see that the adoped books were used by the pupils; and that the teachers should use no other books in teaching.[18]

As has been seen,[19] a law similar to this was enacted in March, 1883; but as it was omitted in the codification of the Revised Statutes, in 1892, the State ceased to have any law relative to the adoption of textbooks. Consequently, the county boards began to break away from the plan of making uniform adoptions, thereby reviving the old evils of poor quality, frequent changes, and multiplicity of textbooks. By 1898 it had become quite evident that another law upon this subject was needed.[20] No one recognized this more keenly than State Superintendent Sheats. In his report of July 1, 1898,[21] he recommended the enactment of a law requiring county uniformity. As pointed out in the preceding paragraph, such a law was enacted the following year.

This law was put into operation at once in all the counties of the State, and remained so until 1911, when it was displaced by a more advanced one. From the very first it gave satisfaction to nearly all the school officers and teachers and to a large majority of the patrons.[22] The only adverse criticism of it that I have been able to find was that it should have made the State, instead of the county, the unit for the adoption of textbooks.[23]

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[17] See Laws of Florida, 1899, Chap. 4680.

[18] None of these requirements, however, could impair any entire or partial adoption already in existence in any county of the State (see section three of the law).

[19] See page 72.

[20] See Bien. Rep. of Supt. of Pub. Ins., 1896–98, pp. 231 and 465.

[21] See pages 36–37.

On May 23, 1911, an act was passed providing for state adoption.[24] This act constituted the board of commissioners of state institutions[25] a state textbook commission; and also created a subcommission of not less than nine members, — four county superintendents and five teachers — all of whom were to be appointed by the governor for a term of four years. The commission was authorized and directed to select and adopt a uniform series of textbooks for use in the public elementary schools, county boards of education still having the power to adopt high-school textbooks; but all books submitted were to be referred to the subcommission, which was directed to consider their merits without regard to price, and report on the same to the commission, indicating first choice, second choice, and so on, for each branch. The commission was further authorized and directed to award contracts for furnishing the books to be used in the public schools, no contract to be changed without the consent of four members of the commission and the publisher to whom it was awarded. All adoptions were to be for a period of five years, and after the first adoption not more than ten per cent of the books could be changed in any one year. The publishers were to maintain in each county of the State, if the commission thought advisable, and so demanded, " not less than one nor more than twelve agencies for the distribution of the books." The state superintendent was required to issue to the county superintendents a circular letter giving the list of books adopted, prices, location of agencies, method of distribution, and such other information as he deemed necessary. The books adopted were to be used to the exclusion of all others. Penalties were provided for the use of any book not upon the adopted list, for the failure of publishers to execute contracts within thirty days after being awarded them, for their failure to perform them faithfully, and for overcharges on the part of both publishers and dealers.

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[22] See Bien. Rep. of Supt. of Pub. Ins., 1898–1900, p. 45.

[23] See Bien. Rep. of Supt. of Pub. Ins., 1902–04, pp. 254, 264, 267, 270, 272, 297, 353, 359; and Bien. Rep. of Supt. of Pub. Ins., 1906–08, pp. 73 and 92.

[24] See Laws of Florida, 1911, Chap. 6178.

[25] This board consists of the governor and the administrative officers of the executive department, and has supervision of all matters connected with the state institutions in such manner as may be prescribed by law (see Constitution of Florida, Art. IV, Sec. 17).

This act was soon put into effect in quite a number of the counties, and, like the foregoing act, gave almost universal satisfaction.[26] Superintendent Charles H. Gray, of Gadsden County, reported:[27]

> "The uniform textbook law has proven a blessing, in that it has provided us with some excellent texts we were not then using, and in lowering the price generally. . . ."

Superintendent Marshall Moore, of Hillsborough County, reported:[28]

> "The uniform textbook law is working admirably well. . . ."

Superintendent H. H. Isler, of Leon County, stated:[29]

> "The uniform textbook law is just what we need, so as to be able to classify our schools in Florida. . . ."

And Superintendent W. T. Horne, of Washington County, stated:[30]

> "The uniform textbook law is in full operation in this county. We are very much pleased with the results it brings. . . ."

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[26] See the reports of the superintendents of public instruction of Baker, Bradford, Dade, DeSoto, Gadsden, Hamilton, Hillsborough, Holmes, Lake, Madison, Palm Beach, and Polk counties, in Bien. Rep. of Supt. of Pub. Ins., 1912–14, pp. 496, 498, 514, 521, 537, 540, 549, 555, 565, 578, 595, 606; and the reports of the superintendents of Brevard, Broward, Calhoun, Clay, Columbia, Duval, Lafayette, Lee, Leon, Liberty, Osceola, Suwannee, Volusia, Wakulla, and Washington counties, in Bien. Rep. of Supt. of Pub. Ins., 1914–16, pp. 550, 558, 562, 571, 576, 612, 655, 665, 669, 672, 698, 745, 776, 786, 795.

[27] See Bien. Rep. of Supt. of Pub. Ins., 1912–14, p. 537.

[28] *Ibid.*, p. 549.

[29] See Bien. Rep. of Supt. of Pub. Ins., 1914–16, p. 669.

[30] *Ibid.*, p. 795.

The chief objections to this act were (1) that it did not go far enough, in that it failed to provide for state uniformity in the high schools;[31] and (2) that it did not make adequate provision for distributing the books, thereby causing some inconvenience in a number of places.[32] To meet these and other objections the act was amended in 1917,[33] and displaced by an entirely new one this year (1921). In 1917 the commission was authorized and directed to select and adopt a uniform series of textbooks for the high schools, also; and each of the publishers, or the several publishers combined, was required to establish and maintain a central book depository at some convenient point in the State, to be designated by the commission, and, also, one or more agencies in each county for the distribution of the books. A few other changes were made, the principal one being with reference to the subcommission. After that the subcommission was to be appointed by the governor, " upon the nomination of the state superintendent of public instruction"; and was to consist of ten members, — " two county superintendents, two primary teachers, two grade teachers, two high-school teachers, and two teachers selected with reference to their experience in and knowledge of vocational subjects."

As just stated, a new uniform textbook law was enacted by the last legislature.[34] Though this law embodies the main features of the old one, it differs from it in several particulars. The three chief differences are (1) that the subcommission shall be composed of " seven prominent educators actually engaged in school work in the State"; (2) that all adoptions shall be for a period of eight years; and (3) that in any year when books must be adopted the adoptions shall be fully completed on or before March 1. With these changes the uniform textbook law of Florida compares favorably with that of any other state.

Another advanced legislative step was taken in June, 1911,[35] when the legislature passed " an act to provide for furnishing school textbooks free to certain children." By the provisions of this act the county boards of public instruction are required to furnish textbooks free to all indigent children not over fifteen years of age; however, when the children reside in a special-tax district the cost of the books is to be "charged against and paid for out of the funds to the credit of such district."

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[31] *Ibid.*, pp. 546, 550, 553, 571, 629, 656, 665.

[32] See Bien. Rep. of Supt. of Pub. Ins., 1912–14, p. 676.

[33] See Laws of Florida, 1917, Chap. 7374.

[34] See Laws of Florida, 1921, Chap. 8500.

[35] See Laws of Florida, 1911, Chap. 6163.

It seems that this act has always given general satisfaction, for I have been unable to find any adverse criticism of the same. It has certainly proven a great blessing, in that many poor children have been supplied with textbooks who otherwise would have been without them.

Thus it is seen that there has been much improvement in the way of textbooks, those of today being better in quality, more sufficient in quantity, more conducive to proper classification of pupils, and at the same time less expensive than ever before. If this rate of progress is continued, the textbook conditions in Florida will rank with the best in the near future.

III. The Teaching Body

Still another indication of the development of public education since 1892 is the advance that has been made in regard to the teaching body. In treating this topic we shall consider the following sub-topics: (1) the number, qualification, and experience of teachers; (2) the preparation of prospective teachers; (3) the examination and certification of teachers; (4) the training of teachers in service; and (5) the salaries of teachers.

The Number, Qualification, and Experience of Teachers.—There has been a notable increase in the number of teachers employed and in their qualification and experience. This is shown by the table on the next page, which has been prepared from figures taken from various reports of the state superintendent of schools.

The Preparation of Teachers.—As is seen in the following table, there has been a persistent increase, not only in the number of those engaged to teach, but also in their fitness for service. The importance of this has ever been recognized, especially by the school authorities. Consequently, better provision has been made for the preparation of those intending to teach. Additional agencies for the preparation of prospective teachers have been

TABLE XVIII

STATISTICS RELATING TO THE TEACHING BODY (1897–1920)

	1897–98	1902–03	1907–08	1912–13	1917–18	1919–20
Number of teachers employed	2,792	2,831	3,597	4,599	6,350	6,821
White teachers	2,108	2,175	2,716	3,509	5,062	5,554
Negro teachers	684	656	881	1,090	1,288	1,267
Certificates held by teachers:						
Both races	2,835[a]	2,831[b]	3,597[c]	4,497[d]	6,267[d]	6,293[d]
White	2,151	....[e]	2,716	3,464	5,049	5,096
Negro	684	....[e]	881	1,033	1,218	1,197
Total temporary	21	....[e]	....[e]	357	147	518
White	19	....[e]	....[e]	277	125	397
Negro	2	....[e]	....[e]	80	22	121
Total third-grade	820	708	886	916	1,447	1,026
White	497	410	486	529	818	645
Negro	323	298	400	387	629	381
Total second-grade	1,460	1,281	1,396	1,834	2,371	2,387
White	1,140	994	1,014	1,374	1,886	1,817
Negro	320	287	382	460	485	570
Total first-grade	512	693	795	1,061	1,299	1,138
White	471	640	736	973	1,240	1,067
Negro	41	53	59	88	59	71
Total life first-grade	....[f]	....[f]	....[e]	76	117	171
White	....[f]	....[f]	....[e]	59	100	143
Negro	....[f]	....[f]	....[e]	17	17	28
Total primary	0	....[e]	0	76	118	132
White	0	....[e]	0	76	118	129
Negro	0	....[e]	0	0	0	3
Total life primary	10	....[e]	....[e]	41	105	112
White	10	....[e]	....[e]	41	105	110
Negro	0	....[e]	....[e]	0	0	2
Total special	....[f]	....[f]	0	18	323	325
White	....[f]	....[f]	0	18	319	312
Negro	....[f]	....[f]	0	0	4	13
Total state	10	....[e]	....[e]	66	173	180
White	10	....[e]	....[e]	66	172	176
Negro	0	....[e]	....[e]	0	1	4
Total graduate state	....[f]	....[f]	....[f]	....[f]	84	170
White	....[f]	....[f]	....[f]	....[f]	84	169
Negro	....[f]	....[f]	....[f]	....[f]	0	1
Total life state	2	....[e]	....[e]	52	83	134
White	2	....[e]	....[e]	51	82	131
Negro	0	....[e]	....[e]	1	1	3
Graduates of normal schools	317	358	614	964	778	919
White	258	274	448	780	623	797
Negro	59	84	168	184	155	122
Average experience in months	39	41	42	41	40	46
White males	43	50	59	53	42	62
White females	33	32	34	36	34	39
Negro males	58	71	89	103	90	110
Negro females	38	43	39	39	47	51

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[a] As is evident, some teachers held more than one kind of certificate.

[b] This includes 149 certificates of other kinds than the first, second, and third grades. There is no record, however, as to how many of these were held by each race.

[c] This includes 520 certificates of other kinds than the first, second, and third grades. Of this number 400 were held by whites, and 40 by negroes.

[d] This is less than the number of teachers employed. Hence it seems that some of the teachers were not certificated.

[e] No data.

[f] Not provided for at that date.

provided, and existing ones improved. The first legislation in this direction was the act of May, 1901, which provided for the establishment and maintenance of one scholarship in the state normal at DeFuniak Springs for each county during the years 1901–02 and 1902–03, the beneficiaries to be given not only free tuition but also $12.50 a month for expenses.[36] The scholarships were to be assigned by the county superintendents and school boards of the respective counties, and only to young men and young women between the ages of eighteen and twenty-five who manifested teaching qualities and signed a pledge to teach for at least four years in the State or to return every dollar received. Two years later the sum of $9,000 was appropriated for the continuation of these scholarships during the years 1903–04 and 1904–05.[37] The reports of this school show that the results of these appropriations were, indeed, very gratifying.[38] During the quinquennium 1900–1905 the enrollment in the teacher-training courses increased over forty per cent. In 1900–1901, it was 99; in 1901–02, 119; in 1902–03, 133; in 1903–04, 132; and in 1904–05, 140.[39] Nearly all this increase was due to scholarship students, who for the most part possessed splendid qualities for teaching. Speaking along this line, Principal H. E. Bennett, in his report of 1904, said:[40]

> ". . . it is believed that the present scholarship students are of such character that they will fulfill the highest expectations."

The legislature of 1901 also passed an act providing for an appropriation of $10,000 to assist in maintaining a normal and an industrial department in the St. Petersburg Normal and Industrial School during the biennium 1901–03, for the creation of free scholarships in all the departments of the school, each member of the state legislature being entitled to select, under regulations and restrictions to be prepared by the state board of education, one beneficiary for each department, and for the furnishing of free tuition in the normal department to all students of the State preparing to teach.[41] Two years later the legislature made an appropriation for the carrying on of this same work during the biennium 1903–05.[42] As in the case of the state normal at DeFuniak Springs, the reports of this school show that the results of these appropriations also were very gratifying.[43] Principal Jos. E. Guisinger, in his report of 1904, said:[44]

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[36] See Laws of Florida, 1901, Chap. 4997.

[37] See Bien. Rep. of Supt. of Pub. Ins., 1902–04, p. 196.

[38] *Ibid.*, pp. 193–200; and Bien. Rep. of Supt. of Pub. Ins., 1900–1902, pp. 185–91.

[39] For these figures see the biennial reports of the state superintendent of public instruction for 1898–1900, 1900–1902, and 1902–04, and the annual reports of the United States commissioner of education for the years 1900–1905, inclusive.

[40] See Bien. Rep. of Supt. of Pub. Ins., 1902–04, p. 197.

> "Our normal school building is one of the best equipped school buildings in the State. . . ."

And in another part of his report he said:[45]

> "Success has crowned the efforts of those who have worked so faithfully while endeavoring to build up a splendid educational institution at St. Petersburg during the past four years. The small sums of money which the legislatures of 1901 and 1903 appropriated to assist in maintaining this school have been used to the greatest possible advantage by the state board of education, and the result is a splendid school. . . ."

Another act of educational importance was the Buckman Act of 1905, which, as we have seen,[46] merged the six state higher educational institutions for white students into the Florida Female College and the University of the State of Florida, thereby reducing the number of state institutions for higher education from seven to three — two for whites and one for negroes. The remarkable growth of these institutions since then has demonstrated the wisdom of the legislature in effecting this merger. There has been quite an increase in the enrollment, and a great increase in the quality and quantity of the work. This has been particularly true in the departments of education. During the four years just preceding the consolidation the average annual enrollment in the teacher-training courses of all the schools, including the one for negroes, was but a little over three hundred, whereas the average annual enrollment for the last four years has been over four hundred. But the increase relating to standards has been even more marked, the work offered having become so enlarged and enriched that it compares favorably with that of the best schools of the country.

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[41] See Laws of Florida, 1901, Chap. 4998.

[42] See Bien. Rep. of Supt. of Pub. Ins., 1902–04, p. 204.

[43] *Ibid.*, pp. 200–204; and Bien. Rep. of Supt. of Pub. Ins., 1900–1902, pp. 195–99.

[44] See Bien. Rep. of Supt. of Pub. Ins., 1902–04, p. 202.

[45] *Ibid.*, p. 204.

[46] *Supra*, p. 162.

But one of the most recent, and perhaps the most significant, pieces of legislation looking to the preparation of prospective teachers was the act of 1915 providing for county teacher-training departments.[47] This act directed the state board of education to establish a teacher-training department in one high school in each county, but this department was to have at least 10 students in it. The board was directed also to appropriate $500 to each department, provided the county board appropriated an equal amount or more to secure a teacher to devote his entire time to the department. It also appropriated $25,000 for the maintenance of these departments for each of the two years beginning July 1, 1915.

On August 28, 1915, the state board of education, in compliance with section one of this act, prescribed the following rules and regulations for the establishment and government of these departments:[48]

> "Regulation 1. The teacher of the teacher-training department shall not be the principal of the high school, nor shall the five hundred dollars ($500) appropriated by the State for such department be used in supplementing the salary of a principal, though the principal, or other capable teachers, may hear one or more recitations in said department.
>
> "Regulation 2. No person shall be selected as teacher of any teacher-training department who does not hold a valid Florida teacher's certificate, and the teacher of such department in every county high school may be nominated by the county board of public instruction, but must be approved by the state board of education before any appropriation will be made by said state board for the salary of the teacher of any such department.
>
> "Regulation 3. In the selection of teachers for such training departments preference shall be given to holders of Florida state certificates, or to regular graduates of standard normal schools who are legally certificated in this State, presenting satisfactory evidence of having had successful experience as teachers; provided, that if it be necessary to employ teachers for such departments with less qualifications than above pre-

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[47] See Laws of Florida, 1915, Chap. 6830.

[48] See Bien. Rep. of Supt. of Pub. Ins., 1914–16, pp. 73–74.

scribed, every such teacher shall be the holder of a valid first-grade Florida certificate and a special certificate on psychology, history of education, and the theory and practice of teaching, the latter also taken in Florida.

"Regulation 4. Any county seeking to establish a teacher-training department in any school within such county must appropriate from county school funds not less than five hundred dollars ($500) for the salary of the teacher of such department, which, with the appropriation by the state board of education, fixes the salary of such teacher at not less than one thousand dollars ($1,000) for eight months' service; provided, that any county board of public instruction shall not be prohibited from making the salary greater than one thousand dollars; provided further, that more than one teacher may be employed for such department and be paid from county or district fund, one or both.

"Regulation 5. The salary of the teacher of every teacher-training department shall be paid for the first four months from county funds. The five hundred dollars appropriated from state funds shall be transmitted to the county board of public instruction for the payment of the salary of the teacher for the last four months of the school; provided, that monthly reports of such department shall be made as required, on blanks furnished, to the state board of education and must show that the said department has met all the requirements of the law and of these regulations.

"Regulation 6. Any school, before receiving state appropriation in aid of the establishment of a teacher-training department, must present evidence that not less than ten (10) teacher-pupils will regularly attend such department. Each of such pupils must be sixteen years of age, or over, and must have regularly and creditably completed the eighth grade of a school with a standard not lower than the average eighth-grade course of study of Florida, or must have taught a public school for not less than six months.

"Regulation 7. The number of daily recitations by the teacher in a teacher-training department shall not be less than six, nor exceed eight, per day, and all such recitations shall be forty-five (45) minute periods; provided, that some recitations may be shorter than forty-five minutes and others as long as sixty (60) minutes, but the average shall not be less than forty-five (45) minute periods. One recitation daily of not less than forty-five (45) minutes shall be devoted to pedagogy and methods of teaching.

"Regulation 8. The term of every school establishing a teacher-training department shall not be less than one hundred and sixty (160) days, or eight (8) months, of actual teaching in such department.

"Regulation 9. A teacher-training department shall not be established in any school unless that school is recognized as a high school by the state board of education, and meets the requirements of a high school as prescribed by the regulations of said state board of education; provided, that any county not having had a sufficient number of high-school pupils in any one school as to have hitherto obtained recognition as a high school, the state board of education may, however, establish a teacher-training department in such county with no present recognized high school, but which, by the close of the school year 1916–1917 shall have such recognized high school.

"Regulation 10. All teacher-training departments shall be conducted in accordance with an advisory course of study submitted by the state board of education, until such course shall be perfected and made mandatory in all teacher-training departments of the State."

TABLE XIX

TEACHER-TRAINING DEPARTMENTS FOR THE YEAR 1915–16[49]

County	Location	Enrollment	Average attendance
Alachua	Gainesville	13	11
DeSoto	Arcadia	72	28
Holmes	Bonifay	46	21
Pasco	Dade City	89	36
Pinellas	St. Petersburg	19	16
Taylor	Perry	35	22
Walton	DeFuniak Springs	49	30
Washington	Chipley	56	30
Total		379	194

TABLE XX

TEACHER-TRAINING DEPARTMENTS FOR THE YEAR 1916–17[50]

County	Location	Enrollment	Average attendance
DeSoto	Arcadia	24	19
Duval	Jacksonville	23	21
Hamilton	Jasper	26	20
Holmes	Bonifay	30	10
Jackson	Marianna	21	14
Monroe	Key West	17	12
Pinellas	St. Petersburg	17	12
Polk	Bartow	22	15
Santa Rosa	Milton	28	14
Taylor	Perry	28	16
Volusia	Daytona	19	17
Walton	DeFuniak Springs	27	17
Washington	Chipley	28	12
Total		310	199

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[49] See Bien. Rep. of Supt. of Pub. Ins., 1914–16, p. 75.

[50] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, p. 50.

The two foregoing tables show the counties which availed themselves of the benefits of the act in 1915–16 and 1916–17.

As is seen, only eight counties qualified to receive the state appropriation in 1915–16, which was somewhat disappointing to the state board of education. There was an increase in 1916–17, but still the number was not as large as was expected. Several of the counties claimed that they did not have sufficient funds to appropriate $500 for a teacher-training department, while others claimed that they could not secure such teachers as were required by the state board of education. There was probably some truth to the latter claim, for Superintendent Sheats says that "the state department was given considerable trouble in getting all those who did teach in these departments to qualify with such certificates as the regulations of the state board of education demanded." [51]

As most of the state appropriation made in 1915 for the purpose of helping to maintain county teacher-training departments for the years 1915–16 and 1916–17 had not been used, the legislature of 1917 passed an act making it a continuing appropriation.[52] Table XXI, on the next page, gives the counties which availed themselves of the benefits of this act in 1917–18.

As the following table shows, the number of counties that qualified to receive the appropriation in 1917–18 was one less than in 1916–17, the number being twelve.[53] However, the average attendance of the departments was considerably larger than it was in either of the preceding years, it being 194 in 1915–16, 199 in 1916–17, and 235 in 1917–18.

As is shown in the next two tables, the number of counties qualifying to receive state aid in 1918–19 and 1919–20 was less than in any of the three previous years, the number for the former year being only seven, and for the latter only six. This decrease was probably due, to some extent, to the lack of teachers, for in 1918 Superintendent Sheats said that the school authorities were still having difficulty in securing duly prepared teachers for the departments.[54] But it was due mostly to the unwillingness of the county boards of education to match dollars with the

[51] See Bien. Rep. of Supt. of Pub. Ins., 1914-16, p. 74.

[52] See Laws of Florida, 1917, Chap. 7371.

[53] There were thirteen, but one failed to complete the term.

TABLE XXI

Teacher-training Departments for the Year 1917–18[54]

County	Location	Enrollment	Average attendance
DeSoto	Arcadia	32	29
Duval	Jacksonville	30	26
Franklin	Apalachicola	17	13
Hamilton	Jasper	23	15
Hillsborough	Tampa	57	44
Manatee	Bradentown	27	22
Monroe	Key West	14	11
Polk	Bartow	20	15
Santa Rosa	Milton	27	14
Taylor	Perry	24	11
Volusia	Daytona	26	24
Washington	Chipley	18	11
Total		315	235

State in support of the departments.[55] However, the figures of these five tables (XIX–XXIII), while not as large as was anticipated, prove the value of the law providing for teacher-training departments in duly approved high schools. If the county school authorities will avail themselves of the benefits of this law, they will have one of the very best agencies for the preparation of teachers for their elementary schools.

TABLE XXII

Teacher-training Departments for the Year 1918–19[56]

County	Location	Enrollment	Average attendance
DeSoto	Arcadia	30	25
Duval	Jacksonville	33	27
Escambia	Pensacola	14	11
Hamilton	Jasper	25	18
Hillsborough	Tampa	52	41
Polk	Bartow	12	10
Washington	Chipley	21	11
Total		187	143

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[54] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, p. 51.

[55] See Bien. Rep. of Supt. of Pub. Ins., 1918–20, p. 42.

[56] See Bien. Rep. of Supt. of Pub. Ins., 1918–20, p. 44.

TABLE XXIII

TEACHER-TRAINING DEPARTMENTS FOR THE YEAR 1919-20[56]

County	Location	Enrollment	Average attendance
DeSoto	Arcadia	30	23
Duval	Jacksonville	34	31
Hamilton	Jasper	23	14
Hillsborough	Tampa	48	38
Madison	Madison	133	43
Polk	Bartow	18	16
Total		286	165

In addition to the above-mentioned agencies for the preparation of prospective teachers, others have been provided through non-state effort. I refer to the private normals and the teacher-training courses of the private and denominational colleges. Like the state institutions of higher education, quite a number of the private and denominational schools have rendered noteworthy service in promoting the educational development of the State. A department of education has been maintained at John B. Stetson University since 1897,[57] and practically all other non-state institutions of collegiate rank have given, almost from the time of their establishment, some excellent courses for the preparation of teachers.

The Examination and Certification of Teachers.—Another factor which has contributed considerably in raising the standard of the teaching corps has been the improvement in examining and certificating teachers. The first advance was made in 1893, when a law was enacted creating a state uniform system of examination and certification.[58] This law provided for the granting of six forms of certificates — third-grade, second-grade, first-grade, state, state life, and primary life. The first three of these were to be issued by the county superintendent, but only upon examination given in specified subjects and held on specified days, all examinations to be on questions prepared and sent out by the state superintendent and the papers of all examinees graded by a committee of three leading teachers selected by the county board of education. They were to be good for one, two, and three years, respectively, but only in the county issued, excepting the first-grade certificate, which was to be good in any county when endorsed by the superintendent of that county. However, no teacher was to be granted more than one third-grade certificate, nor more than two second-grade certificates. The other three certificates — state, state life, and primary life — were to be issued by the state superintendent, the state certificate to be issuable only to persons who had at least twenty-four months' experience in teaching and had taught at least eight months in Florida under a first-grade certificate, the state life certificate only to eminently successful teachers who were endorsed by three persons holding state certificates and who had taught at least thirty months in a high school of the State under a state certificate, and the primary life certificate only to eminently successful primary teachers who had taught three years in the State. These certificates were to be good in any part of the State, the first for a period of five years, and the last two for life. The law provided, also, that any of the six forms of certificates could be revoked by the authority granting it, whenever the holder proved unsuccessful, incompetent or immoral.

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[57] See Bien. Rep. of Supt. of Pub. Ins., 1896-98, p. 326.

[58] See Laws of Florida, 1893, Chap. 4192.

As in all pronounced reforms, particularly in educational affairs, the opposition to this law was at first very bitter, coming mainly from the non-progressive elements of the teaching profession.[59] Construing this opposition as adverse public sentiment, the legislature of 1895 amended the law by stripping it of several of its progressive features.[60] It made the third- and second-grade certificates good for two and three years, respectively, and reissuable indefinitely; struck out the provision for primary life certificates to eminently successful primary teachers, but without invalidating those already issued; and made the second-grade certificate, also, good in any county when endorsed by the superintendent of that county. In addition to these amendments, a few others were made, but the only really progressive feature added was the provision for granting, without examination, a first-grade certificate to any graduate from either of the state normal schools. Despite the retrogressive features, however, the system of examination and certification was still considerably better than it had ever been prior to 1893. It continued to be, as it had been since 1893, a significant factor in improving the scholarship of the teaching body.[61]

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[59] See Bien. Rep. of Supt. of Pub. Ins., 1892–94, pp. 81–86.

[60] See Laws of Florida, 1895, Chap. 4331.

Since 1895 there have been many changes in the system of examining and certificating teachers, the first of any importance being in 1903, when the legislature passed another certification law.[62] This law repealed the provisions for aged teachers' certificates, made in 1901,[63] but without canceling those already issued. It made the third-, second-, and first-grade certificates good for two, four, and five years, respectively, instead of two, three, and four, as they had been since 1895, and all of them good in any county when endorsed by the superintendent of that county. It restored the primary certificate, which was repealed in 1895, making it issuable by the state superintendent to applicants furnishing satisfactory proof of peculiar fitness for primary teaching and making a grade of eighty per cent in an examination on primary studies and methods, and good for four years in the first, second, and third grades of the primary departments of regularly graded schools and in public kindergartens, or for life after four years of successful teaching under the certificate and upon the endorsement of the state superintendent. It provided for a special certificate, making it issuable by the state superintendent, also, to applicants furnishing satisfactory proof of peculiar fitness for teaching any one or more branches not included in the requirements for a second-grade certificate and making a grade of not less than ninety per cent in an examination on such branch or branches, and good for five years in the special branch or branches for which issued. The requirements for the third-grade, second-grade, first-grade, state, and state life certificates were left practically the same as they had been since 1893. It provided for a first-grade life certificate, making it issuable by the superintendent of any county, without further examination, to teachers presenting satisfactory evidence of good moral character and of having taught successfully in the State for six years under first-grade certificates with an average of not less than ninety per cent and issued since January 1, 1894, and good in any county when endorsed by the superintendent of that county. It provided, also, for life extension of first-grade certificates, such extension to be granted by any county superintendent, upon examination, to holders of such certificates presenting satisfactory evidence of good moral character and of having taught successfully in the State for twenty years, nine of these under certificates issued since January 1, 1894.

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[61] See Bien. Rep. of Supt. of Pub. Ins., 1894-96, p. 24.

[62] See Laws of Florida, 1903, Chap. 5204.

[63] See Laws of Florida, 1901, Chap. 4995.

Another important change was made in 1913, when the legislature passed an act to enable all graduates of the normal or collegiate departments of the University of Florida and the Florida State College for Women, and of any other college or university in the State that would submit to such inspection and regulations as the state board of education and the state board of control might prescribe, to secure from the state superintendent a state certificate, provided they had devoted one fifth of their time in the collegiate departments to professional training, and in the examinations at the close of the junior and senior years had made "a general average of not less than eighty-five per cent on all subjects, with a grade of not less than sixty per cent on any subject."[64] Four years later this law was considerably amended,[65] the principal amendment being the provision for the issuance of a life graduate state certificate by the state superintendent, without further examination, "to any teacher holding a graduate state certificate who has successfully taught in this State for a period of twenty-four months under a graduate state certificate, and who shall present satisfactory endorsement from three persons holding life certificates showing eminent ability in teaching and school government."

Still another important change was made in 1915, when a law was enacted providing for the extension of certificates.[66] According to this act any unexpired Florida teacher's certificate may be extended one year by the holder thereof furnishing the state superintendent satisfactory evidence of having attended one of the state summer schools and having credit for work done therein, and such certificate may be extended one year for each succeeding session attended.

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[64] See Laws of Florida, 1913, Chap. 6540.

[65] See Laws of Florida, 1917, Chap. 7373.

[66] See Laws of Florida, 1915, Chap. 6835.

But the most significant changes in the system of examining and certificating teachers were effected in 1917 by the passage of the new examination and certification law.[67] The various provisions of this law will be given in Chapter X. To avoid too much repetition, therefore, we shall notice only the chief one here — the provision for a state board of examiners. This board is composed of three eminently successful teachers appointed by the state board of education upon the nomination of the state superintendent. Its principal duties are to prepare all examination questions, to conduct all examinations, to grade all examinations except as may be provided by the state board of education, and "to report weekly to the state superintendent the name of each examinee with the grade made on each subject and the grade of certificate to which each is entitled." The questions must be of such nature as to test "the ability to teach rather than verbal memory and a knowledge of specific facts," and the examinations must be "as uniform in the conduct, in the grading, and in the question tests as may be possible without repetition of the same questions." One examination must be held in four or more different sections of the State every month, and one in each county every year, and a printed schedule of the places and dates of all the examinations must be sent to each county superintendent in July of the preceding year. As Superintendent Sheats says, this system of examining teachers has already proven a success. It has helped to raise the qualifications of the teaching body and to guard against those unqualified for the profession.[68]

The Training of Teachers in Service.—Still another factor which has helped to increase the quality of the teaching force has been the improvement in facilities for training teachers while in service. During the first four years of the present period practically the only facilities for this training consisted of annual state teachers' associations of one week's duration, annual county teachers' associations or institutes of one or more days' duration, and a few teachers' summer training schools of one month's duration, these schools being held, for the most part, under county control and at county expense.[69] But, realizing the importance of better-trained teachers, and also the value of teachers' summer training schools as a "means of improving the work of those engaged in teaching," the legislature of 1897 passed an act to provide for such schools for the teachers of both races.[70] The sum of $3,000 for each of the years 1897 and 1898 was appropriated for this purpose, the schools to be of two months' duration, and to be held at such times and places as the state superintendent should designate. Similar appropriations were made by the legislatures of 1899,[71] 1901,[72] and 1903.[73] The schools that were provided were taught by the leading teachers of the State and were quite well attended by the teachers of both races.[74]

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[67] See Laws of Florida, 1917, Chap. 7372.

[68] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, p. 42; *cf.* Bien. Rep. of Supt. of Pub. Ins., 1914–16, pp. 47–52.

Another advanced legislative step along this line was the provision for holding teachers' summer training schools at the three state institutions of higher learning. This step was first taken in 1905, when the state board of control was vested with this power.[75] The sum of $2,500 was appropriated for that and the ensuing year to carry out the provision.[76] For the continuation of these schools the legislature of 1907 appropriated $4,000 for that and the ensuing year.[77] Similar appropriations were made by the legislatures of 1909, 1911, and 1913.[78] However, the summer school act passed by the legislature of 1913 differed in many respects from those passed by previous legislatures.[79] It made the summer school for teachers a fixed and permanent institution. Such a school was established at each of the state institutions of higher education and placed under the control of the state board of public instruction. The board was authorized and directed to hold sessions of one or more of these schools each summer, the sessions to begin not later than June 15th and to continue not less than eight weeks.[80] The president of the university of Florida and the president of the Florida State College for Women were made president, respectively, of the summer school connected with each of said institutions;[81] and the presidents of these two institutions, together with the state superintendent, were constituted a board to select the teachers for all the state summer schools, to prescribe the courses of study therefor, and to make such further rules and regulations governing the same as they should deem proper. And finally, it provided that any teacher could have his or her certificate extended one year by attending one of these schools and securing credit for work done therein. As one would expect, therefore, these schools, especially those held since 1913, have been well attended by the teachers of both races.[82] It may also be said that they have been taught by competent and well-trained men and women and have rendered valuable service to the puplic-school teachers of the State.

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[69] See Bien. Rep. of Supt. of Pub. Ins., 1892–94, pp. 107–13; and Bien. Rep. of Supt. of Pub. Ins., 1894–96, pp. 54–62.

As these reports show, the sum of $4,500 was received from the Peabody Fund to help maintain the teachers' institutes and summer training schools.

[70] See Laws of Florida, 1897, Chap. 4566.

[71] See Laws of Florida, 1899, Chap. 4681.

[72] See Laws of Florida, 1901, Chap. 4996.

[73] See Laws of Florida, 1903, Chap. 5208.

[74] The annual reports of these schools, given in the various biennial reports of the state superintendent, show that the average annual enrollment for both races was 587, of whom 366 were whites and 181 negroes. The average attendance for 1897–1902, the figures for 1903 and 1904 not being given, was 410, of whom 289 were whites and 121 negroes.

[75] See Laws of Florida, 1905, Chap. 5384, Sec. 21.

[76] See Bien. Rep. of Supt. of Pub. Ins., 1904–06, p. 12.

[77] See Bien. Rep. of Supt. of Pub. Ins., 1906–08, pp. 301 and 312.

[78] See the annual reports of these schools, given in the various biennial reports of the state superintendent.

Other agencies that have been provided for improving the work of those engaged in teaching have been the school inspectors or supervisors. Since 1907 the State has been provided with a high-school inspector, whose expenses have been borne largely by the General Education Board. However, the person who has held this position has never devoted all his time to the work of visiting and supervising high schools, for he has also been professor of secondary education at the state university. Nevertheless, as Superintendent Sheats says, he has done his work well and performed a valuable service to the high-school teachers of the State.[83] A similar provision has been made for the public elementary schools, also. The first step was taken in 1911, when the State was provided with an elementary rural school inspector, an officer whose expenses were borne entirely by the Southern Education Board. Professor George M. Lynch, whom the board selected for this important position, gave all his time to visiting and supervising the elementary rural schools.[84] By 1913 his services had proven so valuable that the legislature of that year passed an act providing for two rural school inspectors.[85] These officers are appointed by the governor upon the nomination of the state superintendent.[86] They are required to devote all their time to the work of visiting and supervising rural schools and performing such educational work, when the schools are not in operation, as may be required of them by the state board of education. They are required, also, to work under the direction of the state superintendent. Their salaries and traveling expenses are provided for by annual state appropriations. As in other states, these officers have rendered invaluable service in improving the efficiency of the teachers of the rural schools.[87]

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[79] See Laws of Florida, 1913, Chap. 6498.

[80] Two years later the law was amended to make the sessions begin not later than June 28th and continue not less than ten weeks (see Laws of Florida, 1915, Chap. 6835).

[81] Two years later the president of the Agricultural and Mechanical College for Negroes was made president of the summer school connected with that institution (see Laws of Florida, 1915, Chap. 6835).

[82] The annual reports of these schools, given in the various biennial reports of the state superintendent, show that the average annual enrollment for both races during the five-year period 1914–18 was 857, of whom 737 were whites and 120 negroes. The average attendance for this same period was 747, of whom 642 were whites and 105 negroes.

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[83] See Bien. Rep. of Supt. of Pub. Ins., 1912-14, pp. 52 and 293.

The first inspector was Prof. George M. Lynch, who resigned in 1911 to become state inspector of elementary rural schools. He was succeeded by Dr. John A. Thackston, who served until 1915, when he resigned to become professor of education at the University of Tennessee. Since then the position has been held by Prof. W. S. Cawthon.

[84] See Bien. Rep. of Supt. of Pub. Ins., 1912-14, pp. 243 and 294.

[85] See Laws of Florida, 1913, Chap. 6539.

[86] The first appointees to these positions were Prof. George M. Lynch, who had been employed for two years in a similar work by the Southern Education Board, and Hon. Shelton Philips, ex-superintendent of schools of Levy County. Both began their work July 1, 1913. Prof. Lynch resigned September 1, 1915, to resume the work of teaching. He was succeeded by Hon. R. L. Turner, county superintendent of Citrus County. Mr. Philips, however, served in this capacity until July 1, 1919, when he was appointed state director for vocational education. He was succeeded by Hon. W. B. Feagle, of High Springs. Mr. Feagle resigned October 1, 1920, when Miss Christian McDonald, of DeFuniak Springs, was appointed to fill the vacancy.

In addition to the foregoing agencies for the improvement of those already engaged in teaching, valuable service has been rendered, also, by the annual state teachers' association, which has always been greatly stressed by the state superintendent, the summer schools for teachers that have been held by various county boards of education, and the educational journals which have been taken by the teachers. This is partially shown by the following table.

TABLE XXIV

STATISTICS RELATING TO THE NUMBER OF TEACHERS ATTENDING SUMMER SCHOOLS AND STATE TEACHERS' ASSOCIATIONS AND TAKING EDUCATIONAL JOURNALS (1897–1920)[88]

	1897–98	1902–03	1907–08	1912–13	1917–18	1919–20
Attending summer schools:						
Both races	973	603	555	783	1,019	1,113
White	712	465	461	658	930	902
Negro	261	138	94	125	89	211
Attending state associations:						
Both races	488	385	469	425	581	825
White	303	282	334	344	452	561
Negro	185	103	135	81	129	264
Taking educational journals:						
Both races	1,672	1,661	1,511	1,901	2,684	3,279
White	1,255	1,225	1,126	1,510	2,185	2,688
Negro	417	436	385	391	499	591

The Salaries of Teachers.—Another important factor, partly a cause, and partly a consequence of the improvement that has taken place in regard to the teaching body, has been the large increase in the compensation of the teachers. The average monthly salary of teachers for 1893–94 was $34.50, and the average length of school term was 4.85 months. The average annual salary, therefore, was $167.32. The average monthly salary of teachers for 1919–20 was $79.80, and the average length of school term was 6.65 months. The average annual salary, therefore, was $530.67. As is shown by these figures, the compensation of teachers has more than doubled since 1893. The progress along this line is well shown by the following table.

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[87] See Bien. Rep. of Supt. of Pub. Ins., 1914–16, p. 55.

[88] This table has been prepared from figures given in various reports of the state superintendent of public instruction.

TABLE XXV

AVERAGE SALARIES OF TEACHERS DURING THE PERIOD 1893–1920

	1893–94	1897–98	1902–03	1907–08	1912–13	1917–18	1919–20
Average monthly salaries of teachers:[a]							
All teachers	$34.50	$33.73	$32.78	$44.69	$52.53	$60.72	$ 79.80
White males	38.25	38.66	45.49	67.90	74.40	91.05	119.80
White females	35.25	33.96	32.13	44.26	53.00	60.98	81.00
Negro males	30.00	28.85	30.50	37.65	37.38	47.93	61.20
Negro females	28.75	26.73	20.92	27.22	32.04	32.23	43.20
Average length of school term in months:[b]							
Both races	4.85	5.20	5.25	5.40	6.00	6.50	6.65
White	4.95	5.30	5.55	5.60	6.70	7.10	7.10
Negro	4.75	4.95	4.75	4.95	4.80	5.10	5.55
Average yearly salaries of teachers:[c]							
All teachers	$167.33	$175.40	$172.10	$241.33	$315.18	$394.68	$530.67
White males	189.34	204.90	252.47	380.24	498.48	646.46	850.58
White females	174.49	179.99	178.32	247.86	355.10	432.96	575.10
Negro males	142.50	142.81	144.88	186.37	179.42	244.44	339.66
Negro females	136.56	132.31	99.37	134.74	153.79	164.37	239.76

[a] The figures given here have been taken from the state superintendent's reports for the years for which the figures are given.

[b] The figures given here have been obtained by dividing the average length of the school term in days, as given in the reports of the state superintendent, by twenty, which is the length of the school month in days.

[c] The figures given here have been obtained by multiplying the average monthly salaries of the teachers by the length of the school term in months.

IV. THE FINANCING OF PUBLIC EDUCATION

Thus far, in evidences of growth and advancement in public education as revealed by the progress that has been made in the system of instruction, the environment and equipment of the schools, and the teaching body have been discussed. Another evidence that is deserving of mention is the progress that has been made in financing the public-school system. In discussing this topic attention will be given to the following sub-topics: (1) school expenditures, (2) school funds and taxation, and (3) apportionment of the school funds.

School Expenditures.—The increase in the annual expenditure for public-school education in recent years is very significant. Since 1892 the increase for each pupil in average attendance has been from $8.71 to $42.25, or a gain of 385 per cent. For each pupil of school age the expenditure has increased from $3.76 to $22.65, or a gain of 503 per cent. The total annual expenditure has increased from $542,098.06 to $7,003,188.38, or a gain of 1,192 per cent. As is seen, the growth of this form of expenditure has been very rapid. It has also been constant, as is shown by the table on the next page.

School Funds and Taxation.—To meet the demands of the people for better schools and longer terms the school officers found it absolutely necessary to have more liberal provisions for the support of public education. During the years 1892–1904 the public-school income was entirely inadequate, many of the counties which had already levied the maximum school-tax being compelled to go in debt to defray the expenses of the schools that were provided.[89] As Superintendent Sheats said, further development of the public-school system was almost impossible without an increase in the public-school income.[90] To effect this development there have been a number of provisions looking to an increase in the annual income for public education. Three of these deserve mention. The first was in 1904, when a constitutional amendment was adopted raising the maximum rate of millage to be assessed in each county for school purposes from five to seven mills on the dollar.[91] The next was in 1912, when the constitution was amended to allow an additional school-tax of five mills on the dollar in any special-tax school-district where a majority of the qualified electors thereof have voted for the issuance of bonds for the exclusive use of public free schools within such district.[92] In 1918 another constitutional

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[89] See Bien. Rep. of Supt. of Pub. Ins., 1900–1902, pp. 41, 47–48.

[90] See Bien. Rep. of Supt. of Pub. Ins., 1896–98, p. 38.

[91] See Bien. Rep. of Supt. of Pub. Ins., 1904–06, pp. 8–9.

[92] See *Digest of the School Laws of the State of Florida* (compiled by W. N. Sheats, State Superintendent of Public Instruction, 1915), pp. 8–9.

TABLE XXVI

GROWTH OF PUBLIC-SCHOOL EXPENDITURES SINCE 1892[93]

	1892–93	1897–98	1902–03	1907–08	1912–13	1917–18	1919–20
Total expenditure:							
Both races	$542,098	$736,951	$880,692	$1,584,042	$2,713,390	$4,837,045	$7,003,188
White	......[a]	565,465	720,287	1,348,552	2,449,612	4,393,445	6,340,294
Negro	......[a]	171,486	160,405	235,490	263,778	443,600	662,894
Expended per capita of total population:							
Both races	$1.38[b]	$1.58	$1.52	$2.50	$3.24	$4.90	$7.24
White	...[a]	2.09	2.14	3.75	4.18	7.26	10.47
Negro	...[a]	0.89	0.66	0.86	0.81	1.12	1.83
Expended per capita of school population:							
Both races	$3.76[c]	$4.82	$5.05	$7.05	$10.25	$15.43	$22.65
White	...[a]	6.56	7.05	10.65	15.20	21.87	32.80
Negro	...[a]	2.58	2.22	2.41	2.55	3.59	5.72
Expended per capita of school enrollment:							
Both races	$5.66	$6.78	$7.37	$11.76	$16.47	$24.63	$31.10
White	...[a]	8.57	9.74	16.07	22.94	31.15	40.21
Negro	...[a]	4.20	3.52	4.63	4.55	7.37	9.82
Expenditure per pupil in daily attendance:							
Both races	$8.71	$9.96	$10.58	$16.68	$22.87	$35.23	$42.25
White	...[a]	12.96	14.12	23.59	32.67	45.37	54.69
Negro	...[a]	6.20	4.98	6.23	6.04	10.93	13.31

[a] Not divided as to races. [b] Based on the United States census of 1890. [c] Based on the school census of 1892.

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[93] This table has been prepared from figures taken from the state superintendent's reports for the years for which the figures are given. However, the figures given here for 1897–98 and 1907–08, as well as those for 1917–18, may be found in the superintendent's report for 1916–18 (p. 28).

amendment was adopted fixing the maximum county school-tax at ten instead of seven mills on the dollar.[94] Thus we see that the people of Florida have proven their willingness to provide for the education of the youth of the State.

Apportionment of the School Funds.—Since 1892 there has been one rather important change in regard to the method of apportioning the school funds. It was made in 1894, when an amendment to the constitution was adopted requiring all state funds for the support and maintenance of public free schools[95] to be distributed among the several counties of the State in proportion to the average attendance at school, instead of the number of school youth.[96] As Superintendent Sheats said,[97] this new method of apportioning the funds had a tendency to correct the inequality of the old school-census method. It has also helped considerably in equalizing educational opportunities and in stimulating local effort to get the children into school. In my opinion, it may still be relied upon as a factor in the future development of public education in the State.

SUMMARY

During the present period (1892–1921) there has been a continuous growth of interest, and also the enactment of new and improved legislation, regarding the environment and equipment of the public schools of Florida. As a result, more suitable school plants have been provided; greater provision has been made for guarding the health of the pupils; and better and more adequate textbooks have been secured.

During this period notable progress has been made in respect to the teaching body. There has been a marked increase in the number of those employed to teach, and also in their fitness for service. Better provision has been made for the preparation of prospective teachers. There has been a great improvement in the system of examination and certification. Better facilities have been provided for the training of teachers in service. And the average annual salary of the teachers has more than doubled.

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[94] See *Laws Relating to Education Enacted by the Florida Legislature of 1917 and 1919* (compiled by W. N. Sheats, State Superintendent of Public Instruction, 1919), p. 1.

[95] The chief source is the one-mill tax on the dollar of all taxable property in the State, which furnishes over eight per cent of the money used in financing the public free schools.

[96] See Bien. Rep. of Supt. of Pub. Ins., 1894–96, p. 54.

[97] See Bien. Rep. of Supt. of Pub. Ins., 1900–1902, p. 47.

Lastly, there has been a great advance with regard to financing the public-school system. In the first place, the annual school expenditure has greatly increased. Secondly, the people of the State have voted three different times for more liberal provisions for the support of schools. And, in the third place, a better method of apportioning the school funds has been adopted.

CHAPTER IX

SOME FACTORS FAVORING THE RECENT ADVANCE OF EDUCATION

Having reviewed the recent advance of public education in Florida, we shall now turn our attention for a while to the factors that have proven favorable to this advance. We have already noticed rather briefly some of them; but in this chapter we shall consider some additional ones. In the first place, let us notice the growth of population as one of these factors.

The Growth of Population.—According to the United States census, in 1890 the total population of Florida was only 391,422 — the white 224,949 and the colored 166,473. Moreover, the inhabitants were sparsely distributed, some places being very thinly inhabited. Such a condition, of course, was quite unfavorable to intellectual and educational activity. But since then there has been a rapid and persistent growth of population in practically every part of the State. By 1900 the total number of inhabitants had increased to 528,542 — the white 297,333, the colored 231,209;[1] by 1910 to 752,619 — the white 443,634, the colored 308,985;[2] and by 1920 to 966,210 — the white 605,356, the colored 360,854.[3] In other words, since 1890 the colored population has increased 117 per cent, and the white 170. As is evident, therefore, this increase in the number of inhabitants is one explanation of the recent development of public education in the State.

The Increase of Wealth.—Parallel with the rapid growth of population there has been a rapid increase of wealth throughout Florida since 1898. In 1898 the assessed value of all the property of the State was only $95,117,156.[4] As the sources of the income for public free-school purposes were, and still are, found mainly in the taxable property, — about eight per cent of the income being derived from these sources — this low valuation thereon accounts for the fact that in every county the school funds were very inadequate. Though three fourths of the counties, and many of the school districts, levied the maximum school tax allowed by the constitution,[5] the public free-school funds for 1897–98 amounted to but $683,568[6] — only about $4 for each child of school age. As is patent, this condition, like that of the scattered population, was very unfavorable to the development of free schools. Since then, however, the value of the taxable property of the State has increased greatly. By 1908 it had increased to $152,541,453;[7] by 1913 to $211,421,596;[8] by 1918 to $322,216,072;[9] and by 1920 to $356,880,287.[10] As a result of this increase, to a large extent, the public free-school income has also increased greatly. The total receipts for 1907–08, excluding loans and balance on hand, amounted to $1,428,165,[11] or about $6 per school youth; for 1912–13 $2,231,544,[12] or more than $8 per school youth; for 1917–18 $4,494,568,[13] or more than $14 per school youth; and for 1919–20 $10,704,403,[14] or more than $34 per school youth. This increase of wealth, then, is another explanation of the recent advance of public education.

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[1] United States census of 1900.

[2] United States census of 1910.

[3] United States census of 1920.

[4] See Bien. Rep. of Supt. of Pub. Ins., 1896–98, p. 150.

The Growth of Public Interest in Free Schools.—But perhaps the chief factor has been the growth of public interest in free schools. For several years public sentiment in favor of universal education has been rapidly growing among the people throughout the State. This is evident by the willingness with which they have supported the schools. The table on the following page shows how the counties have taxed themselves for their support. As will be seen in this table in 1892–93 only twenty-four counties levied the maximum school tax allowed by the constitution;

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[5] *Ibid.*, p. 38.

[6] *Ibid.*, p. 21.

[7] See Bien. Rep. of Supt. of Pub. Ins., 1906–08, p. 447.

[8] See Bien. Rep. of Supt. of Pub. Ins., 1912–14, p. 85.

[9] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, p. 135.

[10] See Bien. Rep. of Supt. of Pub. Ins., 1918–20, p. 119.

[11] See Bien. Rep. of Supt. of Pub. Ins., 1906–08, p. 450.

[12] See Bien. Rep. of Supt. of Pub. Ins., 1912–14, p. 89.

[13] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, p. 26.

[14] See Bien. Rep. of Supt. of Pub. Ins., 1918–20, p. 123.

whereas in 1917–18 every county was levying the maximum, which in the meantime had been increased from five to seven mills on the dollar;[15] and in 1919–20 every county but nine was levying the maximum, which, as we have seen, had been increased the year before from seven to ten mills. In 1892–93 there was not a single special-tax school-district. But in 1902–03 there were 259;[17] in 1912–13, 699;[18] and in 1919–20, 883,[19] many of them embracing as much as one third of an entire county. During this period the county revenue for public education in-

TABLE XXVII

HOW THE COUNTIES TAXED THEMSELVES FOR THE SUPPORT OF SCHOOLS (1892–1920)[16]

	1892–1893	1897–1898	1902–1903	1907–1908	1912–1913	1917–1918	1919–1920
Number of counties levying 10 mills (maximum since 1918)	0	0	0	0	0	0	45
Number levying 9 mills	0	0	0	0	0	0	5
Number levying 8½ mills	0	0	0	0	1	0	1
Number levying 7½ mills	0	0	0	0	0	0	1
Number levying 7 mills (maximum 1904–18)	0	0	0	19	42	54	2
Number levying more than 6 but less than 7 mills	0	0	0	5	3	0	0
Number levying 6 mills	0	0	0	12	0	0	0
Number levying more than 5 but less than 6 mills	0	0	0	3	2	0	0
Number levying 5 mills (maximum 1886–1904)	21	34	44	7	0	0	0
Number levying more than 4 but less than 5 mills	9	5	0	0	0	0	0
Number levying 4 mills	8	4	1	0	0	0	0
Number levying more than 3 but less than 4 mills	3	2	0	0	0	0	0
Number levying 3 mills (minimum since 1886)	4	0	0	0	0	0	0
Total number of counties	45	45	45	46	48	54	54

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[15] See Bien. Rep. of Supt. of Pub. Ins., 1904–06, pp. 8–9.

[16] The figures given here have been taken from the various reports of the state superintendent of public instruction.

[17] See Bien. Rep. of Supt. of Pub. Ins., 1902–04, p. 68.

[18] See Bien. Rep. of Supt. of Pub. Ins., 1912–14, p. 88.

[19] See Bien. Rep. of Supt. of Pub. Ins., 1918–20, p. 122.

creased from $354,974[20] to $3,251,336;[21] and the revenue derived from district taxes increased from nothing[20] to $1,419,130.[21] Furthermore, since 1912, when special-tax school-districts were allowed to issue bonds for providing school buildings, grounds, and so forth,[22] quite a number of the districts have bonded themselves for such purposes. Within less than four years after they had been given this privilege over $4,000,000 worth of bonds had been voted.[23] Thus we see that there has been a rapid growth of public interest in the work of the free schools; and this, to repeat, is perchance the principal explanation of the recent educational progress.

Improved School Legislation.—Another important factor has been the new and improved school legislation that has been enacted. While this has not been the most important, as some people are inclined to believe, it has certainly been requisite for the educational development of the State. Among the advanced legislative steps which have been taken to promote this development are: provisions for compulsory school-attendance;[24] enlargement and enrichment of the regular public elementary- and secondary-school curricula;[25] promotion of the teaching of agriculture, home economics, and industrial arts;[26] the establishment of reform schools;[27] the provision for kindergartens;[28] the consolidation of the higher educational institutions;[29] provisions for the health of the school children;[30] provisions for uniform textbooks in the public elementary and secondary schools;[31] the furnishing of free textbooks to indigent children;[32]

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[20] See Bien. Rep. of Supt. of Pub. Ins., 1892–94, p. 66.

[21] See Bien. Rep. of Supt. of Pub. Ins., 1918–20, p. 120.

[22] See *Digest of the School Laws of the State of Florida* (compiled by W. N. Sheats, State Superintendent of Public Instruction, 1915), pp. 8–9 and 59–62.

[23] *Vide* Bien. Rep. of Supt. of Pub. Ins., 1914–16, p. 34.

[24] *Vide supra*, pp. 112 and 114.

[25] *Ibid.*, pp. 115–21 and 123–31.

[26] *Ibid.*, pp. 141–49.

[27] *Ibid.*, pp. 150–51.

[28] *Ibid.*, pp. 151–152.

[29] *Ibid.*, p. 162.

[30] *Ibid.*, pp. 172 and 174–75.

[31] *Ibid.*, pp. 175–78.

[32] *Ibid.*, pp. 178–79.

the providing of better facilities for the training of both prospective and active teachers;[33] improvement of the system of examining and certificating teachers;[34] provisions for increasing the school-tax;[35] apportioning the state school-funds on the basis of average attendance at school;[36] the giving of state aid for public education;[37] and provisions for better general administration of the schools.[37]

State Aid.—Still another factor in the educational awakening has been the system of state aid. Though the State has relied mainly upon local taxes for the support of education, it has contributed cosiderably for this purpose. Besides the annual income from the state school-fund and the one-mill state tax, which has been distributed among the several counties on the basis of school attendance,[36] there have been numerous appropriations for various phases of public education. The different legislatures have certainly been quite generous, considering the population and wealth of the State. For example, since 1897 they have made appropriations for the maintenance of teachers' summer training schools, the total amount appropriated for this purpose during the period 1897–1918 being $81,600;[38] in 1901 and 1903 appropriations were made for the carrying on of teacher-training courses in the normal schools at DeFuniak Springs and St. Petersburg, the amount set apart for this work being $38,000;[39] also in 1903 the sum of $50,000 per annum was appropriated for the years 1903–04 and 1904–05 to aid all high schools meeting certain requirements of the state board of education;[40] in 1905 the sum of $125,000 per annum was appropriated to aid both elementary and high schools during the years 1905–06 and 1906–07;[41] that same year the sum of $191,000

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[33] *Ibid.*, pp. 179–88 and 192–96.

[34] *Ibid.*, pp. 188–92.

[35] *Ibid.*, p. 198.

[36] *Ibid.*, p. 200.

[37] The legislation along this line is discussed below.

[38] *Vide supra*, pp. 192–94; and the reports of these schools in the various biennial reports of the superintendent of public instruction.

[39] *Vide supra*, pp. 181–82.

[40] *Vide supra*, pp. 127–29; Bien. Rep. of Supt. of Pub. Ins., 1902–04, pp. 228–34; and Bien. Rep. of Supt. of Pub. Ins., 1904–06, pp. 109–22.

[41] *Vide* Bien. Rep. of Supt. of Pub. Ins., 1904–06, pp. 12–14 and 123–44; and Bien. Rep. of Supt. of Pub. Ins., 1906–08, pp. 323–54.

Under the provisions of Chapter 5381, Laws of 1905, the sum of was set apart for the establishment and maintenance of the three institutions of higher education,[42] and since then the apropriations to these institutions have amounted to nearly $1,500,000;[43] two years later the legislature continued the state aid to elementary and secondary schools,[44] the total amount set apart for this purpose being $330,000;[45] since 1913 the salaries and traveling expenses of two rural school inspectors have been provided for by annual state appropriations;[46] in 1915 the sum of $18,384 was appropriated for agricultural-extension work during the biennium 1915–17;[47] that same year the sum of $50,000 per annum was appropriated for the maintenance of teacher-training departments in high schools;[48] and in 1917 the legislature appropriated $40,003 for agricultural-extension work,[49] and $33,149 for vocational education,[50] during the years 1917–18 and 1918–19.

National Aid.—The Federal Government also has contributed considerably to the development of education in Florida. Some

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$50,000 was appropriated to continue for a period of two months all schools making an average daily attendance of eighty per cent of the total enrollment for the regular term. However, the appropriation for 1906–07 was never paid, this act having been declared unconstitutional by the supreme court of Florida. Under the provisions of Chapter 5382, the sum of $50,000 was also appropriated to aid all schools measuring up to the standards of work set by the state board of education. Under the provisions of Chapter 5383, the sum of $25,000 was appropriated to continue for a period of one month all schools not receiving aid under either of the preceding chapters.

[42] *Vide* Bien. Rep. of Supt. of Pub. Ins., 1904–06, pp. 205–06.

[43] *Vide* Bien. Rep. of Supt. of Pub. Ins., 1912–14, pp. 278–79; 1914–16, pp. 319–20; and 1916–18, p. 385.

[44] *Vide* Bien. Rep. of Supt. of Pub. Ins., 1906–08, pp. 13–14 and 355–82.

[45] However, on account of a decision of the supreme court, none of this seems ever to have been paid (see Bien. Rep. of Supt. of Pub. Ins., 1908–10, pp. 269–73; and Digest of School Laws of the State of Florida, compiled by State Superintendent W. N. Sheats, 1915, pp. 47–50).

[46] *Vide supra*, pp. 195–96.

[47] *Vide supra*, pp. 164–66; Bien. Rep. of Supt. of Pub. Ins., 1914–16, pp. 336–39; and S. R. S. Doc. 40 (Revised Jan. 1, 1919), p. 10.

[48] *Vide supra*, pp. 183–88.

[49] *Vide* S. R. S. Doc. 40 (Revised Jan. 1, 1919), p. 10.

[50] *Vide* Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 772–74. In 1919 the legislature appropriated $75,000 for this purpose (see Laws of Florida, 1919, Chap. 7592); and in 1921, $90,205 (see Laws of Florida, 1921, Chap. 8436).

of the ways in which it has aided deserve mentioning. Since 1892 it has given the State $625,000 for the establishment and maintenance of an agricultural experiment station,[51] and $947,000 for "the more complete endowment and maintenance of colleges for the benefit of agriculture and the mechanic arts";[52] during the period 1914–19 it gave $236,325[53] for agricultural-extension work in the State;[49] and since 1917 approximately $90,000 has been appropriated by the Smith-Hughes Act for the promotion of vocational education.[54]

Private Appropriations.—There has been considerable aid from private appropriations, too. During the ten-year period 1893–1902 the sum of $11,750 was received from the Peabody Educational Fund for the maintenance of summer schools for teachers.[55] In 1905 the citizens of Gainesville gave $40,000 for the establishment of the state university, and 500 acres of land for the use of the university and agricultural experiment station.[56] Since 1907 the General Education Board has appropriated over $20,000 to the state university to help pay the salary and traveling expenses of a professor of secondary education who has been a regular member of the university faculty and also state high-school inspector.[57] In 1911 the Southern Education Board gave the university $2,700 for the salary and traveling expenses of a professor of elementary education and state inspector of elementary rural schools.[58] The following year the Peabody Board gave the State $40,000 for the erection and equipment of a building for the use of the Teachers College and Normal School at the university.[59] In addition to these benefactions, which have been the most important, many others have been made.[60]

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[51] See what is commonly known as the Hatch Act (1887), in U. S. Stat. at L., xxiv, 440; and the Adams amendment to this act (1906), in Laws, 59th Cong., 1st Sess., Chap. 951.

[52] See what is commonly known as the second Morrill Act (1890), in U. S. Stat. at L., xxvi, 417; and the Nelson amendment to this act (1907), in U. S. Stat. at L., xxxiv, 1281.

[53] The sum of $108,312 was appropriated from the Smith-Lever funds, $120,348 from the farmers' co-operative demonstration funds of the United States Department of Agriculture, and $7,665 from other bureaus and offices of this department.

[54] *Vide* Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 772–74; and Bulletin No. 1, Fed. Bd. for Voc. Ed., p. 63.

[55] *Vide* Bien. Rep. of Supt. of Pub. Ins., 1892–94, pp. 107 and 112; 1894–96, pp. 54–56; 1896–98, pp. 49 and 63; 1898–1900, pp. 128 and 138; and 1900–1902, pp. 135 and 142.

[56] *Vide* Bien. Rep. of Supt. of Pub. Ins., 1904–06, pp. 224–25.

[57] *Vide supra,* pp. 194–95; Bien. Rep. of Supt. of Pub. Ins., 1912–14, pp. 293–96; The General Education Board: an Account of its Activities, 1902–14, p. 93; and Catalogue, University of Florida, 1918–19, p. 15.

The Influence of Education in Other States.—There can be no doubt that education in Florida also owes a considerable debt to the other states for what it has accomplished. In the first place, according to the United States census reports, in 1900 and 1910 one-third of the inhabitants of the State were born outside of the State,[61] most of them being natives of Georgia, South Carolina, Alabama, North Carolina, New York, Virginia, Ohio, Pennsylvania, Tennessee, Kentucky, Illinois, Mississippi, Indiana, Michigan, and Massachusetts.[62] Many of these were from places that had excellent schools; and, of course, they carried with them to their new homes the ideals which they had imbibed in their old ones. In the second place, during the last three decades a large number of people from other states have spent the winters in Florida. These also have affected the education of the State. They have not only introduced many valuable ideas relative to public education, but have caused the places of popular resort to vie with each other in providing various advantages, educational and otherwise. In the third place, there has not been a time during this period when several youths of Florida were not being educated in institutions in other parts of the United States.[63] It would indeed be difficult to evaluate the educational lessons that have been learned by the Florida students in these institutions and applied at home. Most of the leading educators of the State have been from among these students, or from among those who were called directly from educational institutions in other parts of the country. Thus it is manifest that the growth of education in Florida has been due, to some extent, at least, to the influence of education in other states.

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[58] *Vide supra*, pp. 194–95; and Bien. Rep. of Supt. of Pub. Ins., 1910–12; pp. 161–62.

This gift not only started the movement for rural-school inspection, but influenced legislative appropriations for this purpose.

[59] *Vide* Bien. Rep. of Supt. of Pub. Ins., 1910–12, pp. 159–60; also Bien. Rep. of Supt. of Pub. Ins., 1912–14, p. 286.

[60] See, especially, Bien. Rep. of Supt. of Pub. Ins., 1900–1902, p. 179; 1908–10, p. 160; 1910–12, pp. 160–161, 180, 193–94; 1912–14, p. 315; 1914–16, p. 320; 1916–18, p. 403; Catalogue, University of Florida, 1918–19, pp. 13–14, 34, 77; and Catalogue, Florida State College for Women, 1918–19, pp. 21–22.

[61] The proportion is probably larger now.

[62] See Thirteenth Census of the United States, 1910, Vol. II, p. 315.

Better Administrative Control and Supervision.—Again, without any extended discussion of this point it is safe to say that the educational advancement has been partly due to better administrative control and supervision. Several steps in this direction have already been pointed out; for example, the provision for compulsory school attendance,[64] the free transportation of pupils to and from school,[65] the formulation of the elementary- and high-school curricula under the direction of the state superintendent,[66] the provision for state adoption of textbooks for use in the elementary and high schools,[67] and the inspection of elementary and high schools by state inspectors.[68] But there have been other steps, three of which deserve to be mentioned. In 1893 a law was enacted making the members of the county boards of public instruction elective by popular vote.[69] It required that each county should be divided into three school-board districts with, as nearly as practicable, the same number of voters in each district; and that the members of the county board of public instruction should be elected biennially, one from each school-board district, by the qualified electors of such districts.[70] Contrary to the predictions of many,[71] the law has proven quite satisfactory.[72] Greater popular interest in education has been awakened, and more efficient school-board members secured. In 1899 an act was passed requiring the superintendent of public instruction of each county to take the census of the school population of his county before the fifteenth day of May in the year 1900, and every tenth year thereafter, and report such census to the county school board and the state superintendent.[73] Since 1889 this had been the duty of the local school supervisors, the law requiring the census to be taken in the year 1892, and every fourth year thereafter.[74] While the census should be taken oftener than every ten years, this change in the method of taking it was undoubtedly a move in the right direction.[75] In the third place, during the last few years some of the counties, without any legislative requirement, have secured an assistant superintendent to give additional supervision to the schools, particularly the rural.[76] As is patent, therefore, there has been an improvement in regard to the general oversight and control of education in the State; and, as in business affairs, this is an important condition, as well as an index, of progress.

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[63] During the year 1905–06 there were 103 Florida students attending institutions of higher learning in other states, these being distributed as follows: 12 at Cornell, Harvard, Princeton, and Yale; 8 at the University of Chicago, University of Michigan, and Northwestern University; 10 at the University of Virginia, Virginia Military Institute, and Washington and Lee University; 9 at the University of Arkansas, University of Kentucky, University of Missouri, and University of North Carolina; 9 at the George Peabody College for Teachers, University of Tennessee, and Vanderbilt University; 8 at the Alabama Polytechnic Institute and the University of Alabama; 1 at Tulane University of Louisiana; and 46 at Georgia institutions—18 at Emory College (now Emory University), 14 at the Georgia School of Technology, 2 at Mercer University, and 12 at the University of Georgia (see Bien. Rep. of Supt. of Pub. Ins., 1904–06, pp. 215–16).

[64] *Vide supra,* pp. 112 and 114.

[65] *Ibid.,* pp. 113–14.

[66] *Ibid.,* pp. 115–21 and 123–31.

[67] *Ibid.,* pp. 175–78.

[68] *Ibid.,* pp. 194–95.

Better Educational Leadership. — Finally, better educational leadership has been a very important factor in the recent advance of public education; for, as experience has shown, school systems, like all other human institutions, can achieve things only through capable leaders. Since January 3, 1893, the State has been extremely fortunate in having at the head of its school system two splendid educational leaders — Hon. W. N. Sheats and Hon. W. M. Holloway. Excepting the eight-year period 1905–13, when Mr. Holloway was state superintendent of public instruction, Dr. Sheats, the educational mentor of Florida, has held this position. Avoiding all invidious comparisons, one is safe in saying that he has done far more than any of his predecessors for the movement for the advancement of education. He has been not only the author of practically all the constitutional and legislative provisions upon which progress in education is based, but also an efficient organizer, director, adviser, and inspirer of the public-school workers of the State. In fact, as a school administrator he has had but few superiors anywhere; and as a man he has always stood above reproach. He is stern but absolutely fair, progressive but sane, keen in his thinking, straight in all his dealings, and helpful in his suggestions. If such a leader can be kept at the head of the public-school system, there is every reason to believe that there will continue to be a persistent and unabated advance of public education throughout the State.

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[69] *Vide* Laws of Florida, 1893, Chap. 4193.

[70] Since 1889 they had been appointed by the state board of education (see Laws of Florida, 1889, Chap. 3872, Sec. 3).

[71] See Bien. Rep. of Supt. of Pub. Ins., 1892–94, pp. 132–34.

[72] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 555, 616, 628, 632, 637, 640, 658, 667, 674, 681, 706, 718, 726, and 731.

[73] See Laws of Florida, 1899, Chap. 4679.

[74] See Laws of Florida, 1889, Chap. 3872, Sec. 37.

[75] See Bien. Rep. of Supt. of Pub. Ins., 1894–96, pp. 21–22; 1896–98, pp. 33–34; and 1900–1902, pp. 444–45.

[76] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, p. 691.

SUMMARY

As shown in this chapter, there are at least ten factors that have favored the notable advance of public education in Florida since 1892. They are as follows: (1) the rapid and persistent growth of population in almost every part of the State; (2) the great increase in the amount of taxable property; (3) the marked growth of public sentiment throughout the State in favor of universal education; (4) the new and improved school legislation that has been enacted; (5) the system of state aid; (6) the aid received from the National Government; (7) numerous private benefactions; (8) the educational accomplishment in other states; (9) better administrative control and supervision; and (10) greater educational leaders, the most conspicuous figure being Dr. W. N. Sheats, who has been state superintendent of public instruction for twenty years.

CHAPTER X

CONSPECTUS OF THE PRESENT PUBLIC-SCHOOL SYSTEM

This chapter contains an outline of the present system of public education in Florida. The different phases of this system are subsumed under the following six headings: (I) general administrative control and supervision, (II) school population and attendance, (III) the system of public instruction, (IV) school environment and equipment, (V) the teaching staff, and (VI) school support.

I. GENERAL ADMINISTRATIVE CONTROL AND SUPERVISION

School Officers.—The officers of the educational system of the State are a state superintendent of public instruction, a state board of education, a state vocational-education board, a state board of control, a state board of examiners, a state high-school inspector, two state inspectors of elementary rural schools, a superintendent of public instruction for each county, a board of education for each county, local school supervisors, district trustees, and school-attendance officers.

State Superintendent of Public Instruction.—The chief officer of the school system is the state superintendent of public instruction, who has general supervision of all matters pertaining thereto.[1] He is elected quadrennially, at the general election in November, by the qualified voters of the State.[2] His salary is $3,600 a year.[3] His principal duties and powers are as follows:[4] (1) to have the school laws, and such blanks, instructions, and so forth, as he may deem necessary, printed and distributed gratuitously to the school officers and teachers; (2) to hold conventions of county superintendents of public instruction and other school officers; (3) to assemble teachers in institutes and employ competent instructors therefor; (4) to apportion the interest of the state school-fund, and the fund raised by the one-mill state tax, among the various counties in proportion to the average attendance at school of children residing therein between the ages of six and twenty-one years; (5) to make such apportionment as seems just when the returns on which the apportionment should be made are defective or have not been received; (6) to decide appeals arising under the law, or refer the same to the state board of education; (7) to prescribe rules and regulations for the management of the department of public instruction; (8) to grant temporary, life, and graduate certificates; (9) to issue all certificates recommended by the state board of examiners, keep a record of the same, and publish in his biennial reports the names of all living holders of valid certificates; (10) to suspend or revoke certificates whenever the holders prove incompetent, unsuccessful, or grossly immoral; (11) to file and preserve certified copies of the monthly lists of persons who have paid their poll taxes; (12) to be a member and secretary of the state board of education; (13) to be a member and executive officer of the state board for vocational education; (14) to have a seal for his own official use; (15) to keep his office in the capitol; and (16) to make a biennial report to the governor as to his official acts, the receipts and expenditures of his office, and the requirements of the same.

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[1] See Constitution of Florida, Art. IV, Sec. 25.

[2] *Ibid.,* Sec. 20; and Gen. Stats., Sec. 172.

[3] See Gen. Stats., Sec. 145.

[4] See Constitution of Florida, Art. IV, Sec. 27; Gen. Stats., Secs. 142-44 and 335; Laws of Florida, 1917, Chap. 7372, Secs. 6, 13-16, 17 (as amended by Laws of 1919, Chap. 7942), 21, and 23; Laws of 1917, Chap. 7373, Secs. 1, 3, and 4; and Laws of 1919, Chap. 7592, Sec. 6.

State Board of Education.—This board consists of the following state officers:[5] the governor, who is its president; the state superintendent of public instruction, who is its secretary; the state treasurer, who is its treasurer; the attorney general, and the secretary of state. Its powers and duties are:[6] (1) to have charge of all the school lands; (2) to manage and provide for the safe-keeping and expenditure of all the school funds of the

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[5] See Constitution of Florida, Art. XII, Sec. 3; also Gen. Stats., Sec. 335.

[6] See Constitution of Florida, Art. XII, Sec. 3; Gen. Stats., Secs. 336 and 350; and Laws of Florida, 1917, Chap. 7372, Sec. 20, and Chap. 7376, Sec. 3.

State; (3) to determine appeals referred to it by the state su- cause; (5) to keep in view the establishment of schools on a perintendent; (4) to remove any subordinate school officer for broad and liberal basis, the object of which being the giving of instruction in the higher branches not taught in the common schools; (6) to co-operate with the state superintendent in the management of the department of education; (7) to fill vacancies in the county boards of public instruction upon the nomination of the state superintendent; (8) to approve rules and regulations suggested by the state board of examiners for conducting the examinations of all applicants for teachers' certificates; and (9) to act as the board for vocational education in the State.

State Vocational-Education Board.—By act approved June 5, 1917,[7] the legislature of Florida made provisions for accepting the vocational-education act of Congress known as the Smith-Hughes Act.[8] The state board of education was designated as the board for vocational education in the State, and was charged with the following duties and powers:[9] (1) to co-operate with the federal board for vocational education in administering the provisions of the foregoing congressional act; (2) to administer any legislation pursuant thereto enacted by the State; (3) to administer all federal and state funds provided for the promotion of vocational education in the State; (4) to formulate plans for the promotion of vocational-education subjects as a part of the public-school system, and provide for the preparation of teachers in such subjects; (5) to fix the compensation of officials and assistants necessary for the administration of both the federal and state vocational-education acts, and to pay such compensation and necessary expenses from funds appropriated by the State; (6) to make studies and investigations in regard to vocational education; (7) to aid local communities in the establishment of vocational schools, departments, or classes; (8) to prescribe qualifications for the teachers, directors, and supervisors of vocational-education subjects, and provide for their certification; (9) to co-operate with local communities in

[7] See Laws of Florida, 1917, Chap. 7376.

[8] Florida was the first state in the South to take this step.

[9] See Laws of Florida, 1919, Chap. 7592, Secs. 4 and 5.

the maintenance of vocational schools, departments, or classes, or establish such schools, departments, or classes under its own direction and control; and (10) to establish and determine the qualifications to be possessed by persons engaged in the training of teachers of vocational subjects.

By act approved May 31, 1919,[10] the state superintendent of public instruction was designated as the executive officer of the state board for vocational education, and was authorized to designate, by and with the advice and consent of the board, such assistants as were necessary to carry out the vocational-education provisions of the State. Since then a state director for vocational education has been provided for, and also a full-time state supervisor for each of the three phases of vocational education—agriculture, home economics, and trades and industries.[11]

State Board of Control.—This board is composed of five members,[12] all of whom are appointed by the governor for a term of four years.[13] Its chief powers and duties are as follows:[14] (1) to have jurisdiction over and complete management and control of the following state educational institutions: the University of Florida, the Florida State College for Women, the Florida Agricultural and Mechanical College for Negroes, and the Florida School for the Deaf and Blind; (2) to make all rules and regulations for the same not inconsistent with the general rules and regulations; (3) to appoint all managers, faculties, and other employees, and remove the same as it sees fit; (4) to fix their compensation and provide for their payment; (5) to have full possession and control of all property of each of the said institutions; (6) to provide for the courses of instruction; (7) to visit and inspect the said institutions, and provide for the proper keeping of accounts and other records thereof; (8) to prepare all budgets of expenditures; (9) to audit and approve all accounts before they are paid; (10) to provide necessary grounds, buildings, and other property; (11) to care for and maintain the same; and (12) to perform other necessary acts, but at all times subject to the state board of education.

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[10] See Laws of Florida, 1919, Chap. 7592, Sec. 6.

[11] At present (1921) these officers are as follows: Hon. Shelton Philips, of Williston, state director for vocational education; Hon. E. A. Haynie, of Gainesville, state supervisor for agricultural education; Hon. T. H. Quigley, of Gainesville, state supervisor for trade and industrial education; and Miss Lucy C. Cushman, of Tallahassee, state supervisor for home-economics education.

[12] One from east Florida, one from west Florida, one from middle Florida, one from south Florida, and one from middle south Florida.

[13] See Laws of Florida, 1905, Chap. 5384, Sec. 13.

[14] *Ibid.*, Sec. 19.

State Board of Examiners.—As we have already seen,[15] this board consists of three well-qualified teachers nominated by the state superintendent of public instruction and appointed by the state board of education. The annual salary of each member is $2,000 and traveling expenses not to exceed $800.[16] The duties of the board are:[17] (1) to prepare all questions to be used in the examination of applicants to teach; (2) to hold all examinations, both oral and written, under such rules and regulations suggested by it and approved by the state board of education; (3) to grade all examiners except as the state board of education may otherwise provide; (4) to make a weekly report to the state superintendent of public instruction as to the examinees' grades on the various subjects and the kind of certificate to which each is entitled; (5) to send every county superintendent of public instruction, in July of each year, a printed schedule giving the dates and places of all examinations for the ensuing year; and (6) to remit monthly to the state treasurer all examination fees collected, and make to the state board of education a statement of the same, attaching thereto a copy of the treasurer's receipt.

State High-School Inspector.—As already stated,[18] the professor of secondary education at the University of Florida acts as the state high-school inspector. He gives about half of his time to this line of work, which consists in visiting, supervising, standardizing, and classifying the high schools of the State. His salary and traveling expenses are borne by the General Education Board[19] and the University.[20]

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[15] See page 192.

[16] See Laws of Florida, 1917, Chap. 7372, Sec. 24.

[17] *Ibid.,* Secs. 19–20, 22, and 24.

[18] See pages 194–95.

[19] The board donates $1,750 annually for this purpose.

[20] See Bien. Rep. of Supt. of Pub. Ins., 1912–14, p. 295.

Rural-School Inspectors.—The State is provided with two rural-school inspectors.[21] These officers are nominated by the state superintendent of public instruction and appointed by the governor. They hold their positions subject to the state board of education. Each of them receives a salary of $2,000 a year and $1,250 a year for traveling expenses. Their duties are: (1) to visit and supervise the elementary rural schools, and promote in every way possible their development; (2) to perform such acts, when the schools are not in operation, as the state board of education may require of them; and (3) to make reports to the state superintendent of public instruction, under whose direction they must work.

County Superintendents of Public Instruction.—The principal educational officer of the various counties is the county superintendent of public instruction, who is elected for a term of four years, at the general election, by the qualified electors in each county.[22] The salary of this officer varies among the different counties, being based upon the total annual school receipts,[23] exclusive of borrowed money. In counties where the receipts are less than $14,000 the minimum salary is $50 a month; from $14,000 to $20,000, $75 a month; from $20,000 to $40,000, $100 a month; from $40,000 to $70,000, $125 a month; from $70,000 to $100,000, $150 a month; from $100,000 to $120,000, $175 a month; and from $120,000 to $200,000, $200 a month.[24] His chief functions are as follows:[25] (1) to act as secretary of the county board of public instruction; (2) to ascertain the proper places for the location of schools; (3) to visit and examine each school at least once each term, and give such advice as he may deem proper; (4) to awaken an increased interest in public education; (5) to nominate suitable persons for local school supervisors; (6) to keep these supervisors supplied with the school laws, decisions, blanks, and regulations of the state department of education, confer with them frequently, and see that they attend to their duties; (7) to keep a record of the location of each school and of his expenses incurred in visiting the several schools; (8) to furnish the state superintendent of public instruction the names and addresses of all county school officers; (9) to decide questions and disputes when submitted to him, and refer his decisions to the county board of public instruction; (10) to guard the interests of the county in its contracts, and see that all funds apportioned to or raised by the county are properly applied; (11) to revoke or suspend teachers' certificates for cause; (12) to forward certified copies of the tax collector's monthly lists of poll taxes to the state superintendent of public instruction; (13) to take the school census of his county, and report the same to the county board of public instruction and the state superintendent; (14) to furnish the state comptroller, when called for, a financial report of the schools in such form as to set forth the condition of the county and district school-funds, and preserve in his office an exact copy of the same; and (15) to make an annual report to the state superintendent of public instruction.[26]

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[21] See Laws of Florida, 1913, Chap. 6539; also *supra*, p. 195.

[22] See Constitution of Florida, Art. VIII, Sec. 6; and Gen. Stats., Sec. 172.

[23] Except in counties having a population between 37,000 and 40,000 according to the state census of 1915, where it is $2,700 a year, payable in monthly installments (see Laws of Florida, 1921, Chap. 8545, Sec 2).

[24] See Laws of Florida, 1907, Chap. 5658.

[25] See Gen. Stats., Secs. 345 and 351; Laws of Florida, 1915. Chap. 6813, Secs. 1 and 3; and Regs. of St. Bd. of Ed., Reg. 20.

County Boards of Public Instruction.—The different counties are provided with a county board of public instruction composed of three members,—one from each school-board district—who are elected biennially, at the general election, by the qualified voters of their respective counties.[27] The compensation of the members is $4 for each day's service and ten cents for each mile traveled,[28] except in the counties having a population between 37,000 and 50,000 according to the state census of 1915, or between 50,000 and 150,000 according to the recent federal census, where it is $600 a year, payable in monthly installments.[29] The principal powers and duties of each board are:[30] (1) to acquire and hold all school property of the county, except the property of the special-tax districts; (2) to establish and maintain schools for the accommodation of all persons between the ages of six and twenty-one years during not less than four months each year; (3) to appoint local school supervisors; (4) to select and provide school sites; (5) to provide school buildings, equipment, and so forth, and establish schools of higher grades when required by the patrons; (6) to employ and pay the teachers of all the schools; (7) to audit and pay all its accounts; (8) to keep an accurate record of all its proceedings and official acts, and also of all moneys handled, and report the same to the state superintendent when required; (9) to prepare and file with the clerk of the circuit court an itemized monthly financial statement, and cause the same to be published in one of the county newspapers; (10) to perform all acts necessary for promoting the educational interests of the county; (11) to hold regular meetings by arrangement with the state superintendent, and convene a special session when requested by the county superintendent; (12) to prepare annually an itemized statement of the amount of money needed for school purposes for the next ensuing year, stating the amount in mills on the dollar of all taxable property, and furnish a copy of such statement to the county assessors; (13) to examine at least twice a year the records of the tax collector which relate to poll taxes, and require prompt settlement for all the said taxes; (14) to divide the county into three school-board districts, so that each will have as nearly as practicable the same number of legal voters, and so that no election district will be divided; (15) to change the boundaries of such districts; (16) to call an election, upon the petition of one-fourth of the legal voters of any subdivision of the county, for creating or abolishing a special-tax school district; (17) to remove any district trustee for failure to discharge his duties; (18) to fill all vacancies occurring in the district boards of trustees; (19) to subdivide the county into convenient and permanent school districts, and restrict the attendance of pupils to the school within their own districts; (20) to furnish free textbooks to all children not over fifteen years of age who are financially unable to procure them; (21) to borrow money at a rate of interest not to exceed eight per cent per annum for the purpose of paying the legitimate expenses incurred in operating the schools; (22) to employ county agents to conduct practical farm- and home-demonstration work; (23) to establish and maintain vocational schools, departments, or classes, giving instruction of less than college grade; (24) to appoint all school-attendance officers, fix their compensation, and remove those who fail to perform their duties; and (25) to acquire lands for use in farm-demonstration work.

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[26] Such report must be filed with the state superintendent on or before August 15 of each and every year, the penalty for not doing so being the withholding of further payment of his salary by the county board of public instruction until it is notified by the state superintendent that such report has been received and accepted (see Laws of Florida, 1921, Chap. 8547).

[27] See Gen. Stats., Secs. 172 and 329.

[28] See Laws of Florida, 1907, Chap. 5656, Sec. 1.

[29] See Laws of Florida, 1919, Chap. 7882, Sec. 1; and Laws of 1921, Chap. 8495, Sec. 1.

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[30] See Gen. Stats., Secs. 347, 349, 400, and 407; Regs. of St. Bd. of Ed., Regs. 5, 16, and 17; Laws of Florida, 1911, Chap. 6163, Sec. 1; Laws of 1915, Chaps. 6828 and 6833; Laws of 1917, Chap. 7376, Sec. 7; Laws of 1919, Chap. 7808, Sec. 5, and Chap. 7916, Sec. 1; and Laws of 1921, Chap. 8546.

Local School Supervisors.—The various schools have a local school supervisor, who is appointed by the county board of public instruction upon the recommendation of the patrons ot the school and the nomination of the county superintendent.[31] The duties of this officer are:[32] (1) to supervise the work of the school, and report monthly to the county board of public instruction; (2) to oversee the erection, rental, repair, and improvement of the school buildings, grounds, equipment, and supplies; (3) to procure a copy of the school laws, decisions, and regulations for the use of the teachers and for his own instruction; (4) to co-operate with the teachers in elevating the condition of the school; and (5) to review all suspensions of pupils, and report the same at once to the county superintendent.

Administrative Unit.—The unit for educational administration is the county.[33] All the schools in each county, even those of the cities, are under the direction and control of one county board of public instruction. However, for purposes of local school supervision, the various counties are subdivided, the subdivisions being designated as school districts. As stated above, each school district is under the supervision of a local school supervisor, who is appointed by the board of public instruction of the county. School districts which levy a school-district tax are known as special-tax school districts.[34] As we shall see below, these are under the supervision of a district board of trustees, who, though not appointed by the county board of public instruction, must, like the local school supervisors, be governed in the discharge of its duties by the rules and regulations of this board.[35]

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[31] See Gen. Stats., Sec. 347, Para. 3, and Sec. 351, Para. 5.

[32] *Ibid.*, Sec. 352.

[33] See Gen. Stats., Sec. 399.

Special-Tax School Districts.—Upon the petition of one-fourth of the resident tax-paying electors of any city, incorporated town, community, or other subdivision of a county, the county board of public instruction must order an election to be held therein, at such time and place as it may direct, for the purpose of determining whether such subdivision shall become a special-tax school district.[36] However, the board may change the boundaries designated in the petition, but in no case may it include territory not already included, and must give notice of any such change in its notice of the election.[37] At such election there are three questions to be voted on: (1) whether a district school-tax shall be levied; (2) how many mills shall be levied for the two succeeding years; and (3) who shall be the school trustees of the district. These are determined by majority of the ballots cast by the legal voters, except that the three persons receiving the highest number are declared the district trustees.[38] Any subdivision formed into a special-tax school district continues as such until abolished or changed in the same way that it was formed,[39] but no district having any outstanding indebtedness can be abolished until the payment of such indebtedness has been provided for.[38] In 1919–20 there were 883 special-tax school districts in the state.[40]

Consolidated Special-Tax School Districts.—There is also a very recent law — quite similar to the one above — which makes provision for the consolidation of two or more contiguous special-tax school districts.[41] It provides that upon the petition of one-fourth of the resident tax-paying voters of each of the districts proposed to be consolidated the county board must order an election to determine (1) whether such districts shall be consolidated into a single special-tax school ditsrict, (2) the millage to be levied, and (3) who shall be the school trustees; the matter of consolidation being determined by a majority vote, the number of mills to be levied by a plurality vote, and the trustees of the consolidated special-tax school district being the three persons receiving the highest number of votes.

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[34] Schools of the said districts are known as special-tax schools.

[35] See Gen. Stats., Sec. 408; also Regs. of St. Bd. of Ed., Regs. 25 and 28.

[36] See Gen. Stats., Sec. 400.

[37] *Ibid.*, Sec. 401; and Laws of Florida, 1921, Chap. 8555.

[38] See Laws of Florida, 1905, Chap. 5389.

[39] See Gen. Stats., Sec. 401; and Laws of Florida, 1921, Chap. 8555.

[40] See Bien. Rep. of Supt. of Pub. Ins., 1918–20, p. 122.

District Trustees.—As we have just seen, each special-tax school district is provided with a board of trustees consisting of three members. These are elected once every two years by the qualified electors of the district, the election being held as nearly as practicable on the anniversary of the original election creating the district, and under the direction of the county board of public instruction.[42] The position of local school supervisor is superseded by this board of trustees when a school district becomes a special-tax district. Hence, it is required to perform the duties prescribed by law for the supervisors.[43] In addition, it is directed and empowered as follows:[44] (1) to nominate teachers for all the schools; (2) to direct the application of the school funds of the district; (3) to prepare annually an itemized financial statement of the amount of money required for school purposes for the next ensuing year, certifying therein the rate of millage voted by the district to be assessed and collected for that year, and file a copy of the statement with the board of county commissioners, the state comptroller,[45] and the county board of public instruction; and (4) to permit non-resident children to attend the schools of the district.

School-Attendance Officers.—Each county has at least one school-attendance officer, who is appointed by the county board of public instruction,[46] and charged with the following powers and duties:[47] (1) to take an annual census of all children between seven and eighteen years old, and file a copy thereof with the county and the state superintendent; (2) to serve notice of the illegal non-attendance at school of any child upon the parents or persons in parental relation thereto, and see that the child attends school as provided by law; (3) to furnish the principals and teachers in charge of the various schools with the names of all children in their respective districts who are required to attend school; (4) to enter any office, factory, or business houses for the purpose of determining whether or not any children are employed therein who should be attending school; (5) to make and file complaint in court against any person or persons violating the compulsory school-attendance law; (6) to perform such other duties as may be required of him by the county superintendent of public instruction; and (7) to keep a record of all services rendered, and make an annual report of the same to the county board of public instruction.

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[41] See Laws of Florida, 1919, Chap. 7913.

[42] See Constitution of Florida, Art. XII, Sec. 10; and Gen. Stats., Sec. 406.

[43] See Gen. Stats., Sec. 407; also Regs. of St. Bd. of Ed., Reg. 28.

[44] See Gen. Stats., Secs. 407–10 and 415.

[45] If there are any railroads or telegraph lines in the district.

II. School Population and Attendance

Age Limits.—The public free schools of the State are open for the instruction of all children between six and twenty-one years of age,[48] and kindergartens may be established and maintained by county boards of public instruction or district boards of trustees for the instruction of children below six years of age.[49]

School Census.—A correct census of all the children in each county between the ages of six and twenty-one years, with a statement of those who are idiotic, insane, blind, or deaf, must be taken by the county superintendent of public instruction before the fifteenth day of May in every year exactly divisible by ten, and reported to the school board of the county and the state superintendent on or before the first day of June of that year. Should he employ anyone to assist him in taking such census, the person or persons must make a sworn statement as to the time and place of the same, and such statement must be filed with the county school-board as part of his report. His compensation for the performance of the duties herein required of him is three cents for each child included in the enumeration. The penalty for his failure to perform them is removal from office.[50]

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[46] See Laws of Florida, 1919, Chap. 7808, Sec. 5.

[47] *Ibid.*, Secs. 6–11.

[48] See Gen. Stats., Secs. 313 and 314.

[49] See Laws of Florida, 1905, Chap. 5387.

In addition, an accurate census of all the children in each county between seven and eighteen years of age must be taken in triplicate by the school-attendance officer or officers thereof during the month of June of every year; the said census including the following data for every child in the county: (1) name, (2) sex, (3) age and date of birth, (4) distance from the nearest school, (5) school grade completed, and (6) name of parent (father or mother), guardian, or other person standing in parental relation, with the post-office address thereof; and, on or before the first day of July of the year in which such census is taken, one copy thereof must be filed with the county superintendent of public instruction, one with the state superintendent, and one retained by the attendance officer or officers.[51]

Separation of the Races.—Separate schools are maintained by the different counties for children of the negro race.[52] In fact, it is unlawful to conduct any public, private, or parochial school wherein white persons and negroes are instructed or boarded in the same building or taught in the same class. Any person violating this provision is subject to a fine of not less than one hundred fifty nor more than five hundred dollars or imprisonment in the county jail of not less than three nor more than six months.[53] Also, it is unlawful for white teachers to teach in negro schools or for negro teachers to teach in white schools. Anyone violating this provision is subject to a fine not exceeding five hundred dollars or imprisonment in the county jail not exceeding six months.[54]

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[50] See Gen. Stats., Sec. 351, Para. 12.

[51] See Laws of Florida, 1919, Chap. 7808, Sec. 6.

[52] The constitution requires this. However, it also requires that the negro children shall be given equal educational advantages with the children of the white race (Art. XII, Sec. 12).

[53] See Laws of Florida, 1913, Chap. 6490.

[54] See Laws of Florida, 1913, Chap. 6490.

Suspension from School.—Any teacher may suspend pupils for ten days on account of gross immorality, misconduct, or persistent violation of the regulations, giving immediate notice to the parents or persons standing *in loco parentis,* and to the local school supervisor, of the suspension and the cause thereof.[55]

Place of Attendance.—The attendance of pupils in each county is restricted to the school within their own school district, unless allowed elsewhere in the county by special permission or regulation of the county board of public education.[56] But non-resident pupils of any of the special-tax school districts may attend school therein only by securing the consent of the district trustees, and also by paying a pro rata share of the cost.[57] However, all pupils of the county who are qualified may attend the county high school.[56] The children who desire to attend school in an adjacent county in the State may do so by the concurrence of the superintendents of the two counties, provided the pro rata share of cost is paid by the school board of the county in which the children reside;[58] and children living in any county bordering on Alabama or Georgia who desire to attend school in an adjoining county therein may do so, if suitable arrangements are made by the board of public instruction of their county with the school authorities of the other state.[59]

Time and Term.—The dates for opening and closing the school terms in the various counties are fixed by the county board of education,[60] but at least four months of instruction in each year must be provided.[61] However, none of the schools can open before the first day of July of the school year to which that term of school belongs,[62] and all of them must close by the last day of June.[63] Any school failing to complete its required term of four months by that date forfeits its proportion of the financial apportionment unless the time lost is made up the ensuing year.[64]

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[55] See Gen. Stats., Sec. 379, Para. 5.

[56] See Regs. of St. Bd. of Ed., Reg. 17.

[57] See Gen. Stats., Sec. 415.

[58] *Ibid.,* Sec. 325.

[59] See Laws of Florida, 1921, Chap. 8546.

[60] See Gen. Stats., Sec. 316.

[61] *Ibid.,* Sec. 347, Para. 2.

[62] *Ibid.,* Sec. 315.

[63] See Gen. Stats., Sec. 316.

School Holidays.—The following are designated as school holidays: Independence Day, Thanksgiving Day, and the period from December 24 to January 1, inclusive. On these days all the schools that are in session at the time are required to close, and none of the days can be counted as taught in the teacher's monthly report.[65]

Meaning of School Year, Term, Month, and Day.—The school year for all public schools extends from July 1 to June 30 of the ensuing year, and all reports to the state department of education must embrace only such matters as take place within these limits.[66] A school day comprises not less than five nor more than six hours, exclusive of recesses, the exact length in each county being determined by the county board.[67] A school month consists of twenty days, excluding holidays[65] and the first and last days of the week.[67] A school term contains four school months;[67] and a school year,[68] two school terms.[67]

Compulsory Attendance.[69]—All children in the State between seven and sixteen years of age are required to attend a public school each year for the full term for which the school is in session. However, the following classes of children are exempted from this requirement: (1) children who are properly instructed in a private or parochial school, or at home by a competent person, satisfactory proof of such instruction being furnished the county superintendent; (2) children who are mentally or physically incapacitated to perform school duties, the proof of such incapacity being submitted to the school-attendance officer; (3) children who have completed the grammar-school grades; (4) children whose services are needed for the support of a widowed mother or other dependent person, such dependency being proven to the satisfaction of the attendance officer; (5) children under ten years of age who reside more than two miles, and children over ten who reside more than three miles, from a school, unless free transportation is furnished; (6) children whose parents or guardians are unable to provide the necessary books and clothing, unless such books and clothing are provided by some other means; and (7) children who are exempted by the attendance officer for unusual causes. Also, occasional absences from such attendance, not exceeding four school days per month, may be allowed.

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[64] *Ibid.*, Sec. 327.

[65] *Ibid.*, Sec. 318.

[66] *Ibid.*, Sec. 314.

[67] *Ibid.*, Sec. 317.

[68] As is seen, the term "school year" is used in two different senses.

[69] See Laws of Florida, 1919, Chap. 7808.

Every person in charge of a child within the compulsory school-attendance ages, and not properly excused from attendance at school for some one or more of the above-mentioned exemptions, must require such child to attend school regularly during the full time the public school is in session; and, on conviction for failing to do so, may be fined not more than five dollars for each offense;[70] and for failure to pay such fine may be imprisoned not exceeding five days. However, any person in charge of a child within the compulsory school-attendance ages who presents satisfactory proof that he or she is unable to compel such child to attend school may be exempted from the penalties as regards non-attendance of such child; and such child, if a boy, may be committed to the Florida Industrial School for Boys, and if a girl, to the Florida Industrial School for Girls.

The principal or teacher having charge of any public school is required to keep an accurate record of the attendance and non-attendance of all children enrolled therein, and report the non-attendance of any child to the school-attendance officer on Friday of each week during the school term, together with the reason therefor, if known; and for failure to do so his or her certificate may be revoked by the state superintendent of public instruction upon satisfactory proof of such failure. Also private teachers and principals or teachers of private or parochial schools are required to keep a record of the attendance of children so as to enable the county superintendent to verify a child's attendance.

As already pointed out,[71] the execution of the compulsory school-attendance law in each county is entrusted to the school-attendance officer, who, failing to perform his duties, may be removed from office by the county board of public instruction.

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[70] Each day a child remains away from school after being notified by the attendance officer constitutes a separate offense. All fines collected are paid into the county school-fund of the county in which collected.

[71] See pages 223-24.

All notices, forms, and blanks to be used in carrying out the provisions of this law are prescribed by the state superintendent and furnished by the county boards of the different counties.

Consolidation of Schools and Transportation of Pupils.—The law expressly forbids the establishment of schools, for the same race, nearer than three miles of each other, except for some local necessity.[72] Hence, the state board of education has made it the duty of the county boards of the counties in which such schools are maintained to combine two or more schools into one, when practicable, or otherwise re-arrange them so as to conform to the three-mile limit.[73] However, thus far there have been no statutory provisions looking either to the consolidation of schools or the transportation of pupils. Nevertheless, the movement along both these lines is making considerable progress. In 1919–20 the system of transporting pupils to and from school at public expense was in operation in 50 of the 54 counties, a total of 7,966 pupils being transported, and $216,689 spent for this purpose.[74]

III. The System of Public Instruction

Extent.—The public-school system of Florida is one continuous school system, extending from the elementary school to and through the state university. However, the uniform system of public free schools consists of only twelve consecutive school years of instruction.[75]

Classification of the Public Free Schools.—There are two classes of public free schools — elementary and secondary. The elementary-, or common-school, system embraces the first eight years of instruction, each year being designated as a grade. The first two grades are commonly known as primary; third to sixth, intermediate; and seventh and eight, grammar grades.[76] The secondary-, or high-school, system embraces the ninth, tenth, eleventh, and twelfth years of instruction. Schools which offer the first two are called junior high schools; the first three, intermediate; and all four, senior.[77]

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[72] See Gen. Stats., Sec. 347, Para. 6.

[73] See Regs. of St. Bd. of Ed., Reg. 15.

[74] See page 116, above.

[75] See Laws of Florida, 1905, Chap. 5382, Sec. 1; also Gen. Stats., Sec. 386.

[76] See Laws of Florida, 1905, Chap. 5382, Secs. 2–3; also Gen. Stats., Secs. 387–88.

Elementary-School Instruction.—As has been pointed out earlier,[78] the elementary- and high-school courses of instruction prepared in 1918 by the commission appointed by State Superintendent Sheats have been adopted by the State. The courses of instruction for elementary schools include the subjects required by law, and also those which may be required by the various county boards of education where facilities for teaching are offered. The subjects required by law are reading, writing, number work, language, arithmetic, grammar, spelling, history, geography, physiology, hygiene and sanitation, civil government, agriculture, and morals and manners; and those that may be required by the county boards are hand work, manual training, home economics, nature study, music, drawing, and physical culture.[79] The following is an outline of the program of studies by grades.[80]

OUTLINE OF THE STATE PROGRAM OF STUDIES FOR ELEMENTARY SCHOOLS

OUTLINE FOR THE FIRST GRADE

Subjects	*Alternating with*	*Days per week*	*Conditions*[81]
Reading		5	R
Number Work		5	R
Language		5	R
Spelling		5	R
Nature Study	Hygiene	2	R
Hygiene	Nature Study	3	R
Drawing	Hand Work	3	O
Hand work	Drawing	2	O
Music		2	O
Writing		5	R
Morals and Manners[82]			R

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[77] See *supra*, pp. 132–33.

[78] See pages 118–19.

[79] See Course of Study for Elementary and High Schools of Florida (rearranged edition; authorized by Chap. 7910, Acts of 1919), pp. 6–10.

[80] For a presentation of this program in detail see Course of Study for Elementary and High Schools of Florida, pp. 14–169.

[81] That is, whether required by law (R), or optional with the county boards of education (O).

[82] This subject is given no regular place on the recitation schedule, but two or three periods of five or six minutes each are devoted to it every week at the opening exercises.

OUTLINE FOR THE SECOND GRADE

Subjects	*Alternating with*	*Days per Week*	*Conditions*
Reading		5	R
Number Work		5	R
Language		5	R
Spelling		5	R
Nature Study	Hygiene	2	R
Hygiene	Nature Study	3	R
Drawing	Hand Work	3	O
Hand Work	Drawing	2	O
Music		2	O
Writing		5	R
Morals and Manners [83]			R

OUTLINE FOR THE THIRD GRADE

Reading		5	R
Number Work		5	R
Language		5	R
Spelling		5	R
Nature Study and Home Geography [84]	Hygiene	4	R
Hygiene	N. Study and H. Geog.	1	R
Drawing	Hand Work	3	O
Hand Work	Drawing	2	O
Music		2	O
Writing		5	R
Morals and Manners [83]			R

OUTLINE FOR THE FOURTH GRADE

Reading		5	R
Arithmetic		5	R
Language		5	R
Spelling		5	R
Geography	Hygiene	4	R
Hygiene	Geography	1	R
Drawing	Hand Work	2	O
Hand Work	Drawing	2	O
Music	Drawing and H. Work	1	O
Writing		5	R
Morals and Manners [83]			R

[83] See footnote eighty-two, above.

[84] Nature study and home geography are taught together.

OUTLINE FOR THE FIFTH GRADE

Subjects	*Alternating with*	*Days per Week*	*Conditions*
Reading		5	R
Arithmetic		5	R
Language		5	R
Spelling		5	R
Geography	Hygiene	4	R
Hygiene	Geography	1	R
U. S. History		5	R
Drawing	Hand Work	2	O
Hand Work	Drawing	2	O
Music	Drawing and H. Work	1	O
Writing		5	R
Morals and Manners[85]			R

OUTLINE FOR THE SIXTH GRADE

Reading	Hygiene	3	R
Arithmetic		5	R
Grammar		5	R
Spelling		5	R
Geography		5	R
Florida History		5	R
Hygiene	Reading	2	R
Drawing	Hand Work and Music	1	O
Hand Work	Drawing and Music	1	O
Music	Drawing and H. Work	1	O
Writing		5	R
Morals and Manners[85]			R

OUTLINE FOR THE SEVENTH GRADE[86]

Reading	Sanitation	3	R
Arithmetic		5	R
Grammar		5	R
Spelling		5	R
Geography		5	R
U. S. History		5	R
Sanitation	Reading	2	R
Mechanical Drawing	Manual Training	2	O
Manual Training	Mechanical Drawing	3	O
Music	Writing	1	O
Writing	Music	4	R
Morals and Manners[85]			R

[85] See footnote eighty-two, above.

[86] Home economics is not mentioned here, though a course of study in this subject is provided in the state curriculum. It is understood that in schools with facilities for offering the optional courses the girls will take home economics, or something else, while the boys will take manual training.

OUTLINE FOR THE EIGHTH GRADE[87]

Subjects	*Alternating with*	*Days per week*	*Conditions*
Reading	Spelling	2	R
Arithmetic		5	R
Grammar		5	R
Spelling	Reading	3	R
U. S. History	Physiology	3	R
Physiology	U. S. History	2	R
Civil Government		5	R
Agriculture		5	R
Mechanical Drawing	Manual Training	2	O
Manual Training	Mechanical Drawing	3	O
Music	Writing	1	O
Writing	Music	4	R
Morals and Manners[88]			R

Secondary-School Instruction.—The course of instruction for high schools include English, history, advanced arithmetic, algebra, plane and solid geometry, plane trigonometry, general science, physiology, physical geography, botany, zoology, physics, chemistry, Latin, French, Spanish, social science, psychology, music, drawing, home economics, agriculture, manual training, commercial English, typewriting, shorthand, commercial arithmetic, and bookkeeping. The following is an outline of the program of studies by types of schools and years.

OUTLINE OF THE STATE PROGRAM OF STUDIES FOR HIGH SCHOOLS[89]

TWO-YEAR HIGH-SCHOOL CURRICULA[90]

Classical Curriculum

First Year	*Second Year*
English	English
Algebra	Plane Geometry
Latin	Algebra
Ancient History	Latin
Drawing	American History and Civics
Music	Drawing
	Music

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[87] See footnote eighty-six, above.

[88] See footnote eighty-two, above.

[89] See Course of Study for Elementary and High Schools of Florida (rearranged edition; authorized by Chap. 7910, Acts of 1919), pp. 171–78.

[90] These curricula are for two-year high schools having at least one teacher giving full time to high-school subjects, but only one of them should be attempted.

Scientific Curriculum

First Year	*Second Year*
English	English
Algebra	Plane Geometry or Algebra
Physical Geography or General Science	American History and Civics
Ancient History	Zoölogy and Botany
Drawing	Drawing
Music	Music

THREE-YEAR HIGH-SCHOOL CURRICULA [91]

Classical Curriculum

First Year	*Second Year*	*Third Year*
English	English	English
Algebra	Plane Geometry or Algebra	Plane Geometry or Algebra and Solid Geometry
Latin	Latin	American History and Civics
Ancient History	Modern History	Drawing
Drawing	Drawing	Music
Music	Music	

Scientific Curriculum

English	English	English
Algebra	Plane Geometry or Algebra	Plane Geometry or Algebra and Solid Geometry
Physical Geography or General Science	Modern History	Physics or Chemistry
Ancient History	Zoölogy and Botany	Drawing
Drawing	Drawing	Music
Music	Music	

CURRICULUM FOR SMALL FOUR-YEAR HIGH SCHOOLS [92]

First Year	*Second Year*	*Third Year*	*Fourth Year*
English	English	English [94]	English [94]
Algebra	Algebra	Plane Geometry	Plane Trigonometry and Arithmetic
Latin	Latin Botany Zoölogy } Any two	Latin	Latin or Physics or Chemistry
Phys. Geog. or Gen. Science		Physics or Chemistry	American History and Civics
History [93]	History [93]	English History	

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[91] These curricula are for three-year high schools having not less than two teachers giving full time to high-school subjects, but only one of them should be followed.

FOUR-YEAR HIGH-SCHOOL CURRICULUM [95]

First Year

First Semester	*Second Semester*
Required Subjects:	Required Subjects:
English	English
Algebra	Algebra
Ancient History	Ancient History
One of the Following:	One of the Following:
Latin	Latin
Physiology	Physiology
General Science	General Science
Physical Geography	Physical Geography
Agriculture	Agriculture
Home Economics	Home Economics
Manual Training	Manual Training
Commercial Arithmetic	Commercial Arithmetic
Shorthand	Shorthand
Drawing	Drawing
Music	Music

Second Year

Required Subjects:	Required Subjects:
English	English
Algebra or Plane Geometry	Algebra or Plane Geometry
Two of the Following:	Two of the Following:
Latin	Latin
Modern History	Modern History
Botany or Zoölogy	Botany or Zoölogy
Agriculture	Agriculture
Home Economics	Home Economics
Manual Training	Manual Training
Commercial Arithmetic	Commercial Arithmetic
Bookkeeping	Bookkeeping
Shorthand	Shorthand
Drawing	Drawing
Music	Music

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[92] Schools having at least two teachers who give their full time to high-school subjects and a principal who teaches not more than four classes daily.

[93] First- and second-year classes in history are combined.

[94] Third- and fourth-year classes in English are combined.

[95] This is for four-year high schools having not less than four teachers besides the principal giving their full time to high-school subjects.

Third Year

First Semester

Required Subjects:
English
Algebra or Plane Geometry
Two of the Following:
Latin
French
Spanish
Chemistry or Physics
Agriculture
Home Economics
Manual Training
Commercial Arithmetic
Bookkeeping
Shorthand
Drawing
Music

Second Semester

Required Subjects:
English
Plane Geometry[96]
Two of the Following:[97]
Algebra
Solid Geometry
Latin
French
Spanish
Chemistry or Physics
Agriculture
Home Economics
Manual Training
Commercial Arithmetic
Bookkeeping
Shorthand
Drawing
Music

Fourth Year

Required Subjects:
English
American History and Civics
Two of the Following:
Latin
French
Spanish
Social Science or Psychology
Chemistry or Physics
Plane Trigonometry
Manual Training
Agriculture
Commercial English
Bookkeeping
Typewriting
Shorthand
Drawing
Music

Required Subjects:
English
American History and Civics
Two of the Following:
Latin
French
Spanish
Social Science or Psychology
Chemistry or Physics
Solid Geometry or Arithmetic
Manual Training
Agriculture
Commercial English
Bookkeeping
Typewriting
Shorthand
Drawing
Music

NOTE.—One science is required during the four years.

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[96] If not taken the second year.

[97] Three if geometry is not taken.

Military Instruction and Training.—By act approved June 9, 1919,[98] the state board of education is empowered and directed to prescribe a course in military instruction and training to be used in high schools having an enrollment of twenty-five or more boys in and above the ninth grade, and to prescribe the kind of uniform and equipment to be used by those taking the course. The board of education for each county is authorized to designate the school or schools in which such course may be maintained, and to procure the necessary equipment, giving security therefor when leased or borrowed from the Federal Government. The students taking this course are required to furnish their own uniforms.

Vocational Education.—Any county board of public instruction, or board of trustees of any school of less than college grade under public control, may make provision for instruction of less than college grade in home economics, agricultural pursuits, or trades and industries, and any such county board or board of trustees may use any moneys raised by taxation in the same way as moneys for other school purposes are used in establishing and maintaining public instruction of less than college grade.[99] And, whenever any school offering such instruction has been organized in accordance with the rules and regulations of the state board for vocational education, and approved by this board, it is entitled to share in the state and federal funds available for the promotion of vocational education[100] to an amount of at least fifty per cent of the moneys expended for the salaries of the teachers of vocational subjects therein.[101] In 1918–19 there were sixteen such schools in the State[102] — one for trade and industrial work, five for home economics, and ten for agriculture.[103]

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[98] See Laws of Florida, 1919, Chap. 7911.

[99] See Laws of Florida, 1915, Chap. 6833, Secs. 1–2; and Laws of 1919, Chap. 7592, Sec. 7.

[100] For the appropriations for 1917–21 see page 208, above.

[101] See Laws of Florida, 1919, Chap. 7592, Sec. 8.

[102] As is shown above (pp. 140–49), there were other public schools which offered some instruction in vocational subjects.

[103] See An. Rep. of Fed. Bd. for Voc. Ed., 1919, p. 214; also Bien. Rep. of St. Bd. for Voc. Ed., 1917–19, in Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 772–80. For a detailed outline of the first two years' work

Special Types of Schools.—Provision is also made for some special types of schools.[104] In the first place, there are three state institutions for special classes, namely, the Florida School for the Deaf and the Blind, at St. Augustine, the Florida Industrial School for Boys, at Marianna, and the Florida Industrial School for Girls, at Ocala. These schools are supported, for the most part, by state appropriations.[105] The Florida School for the Deaf and the Blind is for the care, education, and maintenance of all the blind and deaf-mutes of the State between six and twenty-one years old, admission thereto being granted upon certificate from any board of county commissioners. It is under the management of the state board of control.[106] The other two institutions are reclamation schools for delinquent boys and girls, respectively, between the ages of ten and twenty-one. They are under the management of the board of commissioners of state institutions.[107] The courses of instruction and training in all three of these schools are designed to meet the needs and abilities of the pupils therein.

In the second place, county boards of education and boards of district trustees are authorized to establish and maintain kindergartens in connection with the schools under their direction and control; provided, however, that the various communities shall guarantee the attendance of at least twenty-five kindergarten pupils; provided, further, that every kindergarten, when established, shall be under the supervision of the principal of the school with which it is connected; and provided, still further, that no person shall be employed as principal of a kindergarten department who does not hold a certificate of graduation from a reputable kindergarten training school.

And, in the third place, there is a very recent law — passed by the last legislature — which provides that wherever there are

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now required of these schools see Course of Study for Elementary and High Schools of Florida (rearranged edition; authorized by Chap. 7910, Acts of 1919), pp. 178–213.

[104] See pages 149–52, above.

[105] See Laws of Florida, 1915, Chap. 6840, Sec. 13.

[106] See page 216, above.

[107] This board is composed of the governor and the administrative officers of the executive department.

fifteen children who, for any cause except mental or physical disability or the completion of the grammar grades, are exempted from regular school attendance at any school or schools three miles or less apart, and residing or employed within the regular attendance area of such school or schools, the county board of education is authorized and required to establish and maintain a part-time school or schools. Such school or schools must be in session at least one hundred forty-four hours each school year during regular employment hours, and furnish instruction in subjects designed to train the children for civic or vocational activities.[108]

Higher and Professional Education.—In addition to the three state educational institutions mentioned above, the State maintains three institutions for higher and professional education,—the University of Florida, at Gainesville, the Florida State College for Women, at Tallahassee, and the Florida Agricultural and Mechanical College for Negroes, also situated at Tallahassee,—which may be said to form the culmination of its public-school system. As in the case of the Florida School for the Deaf and the Blind, these are under the management of the state board of control.[109] They are supported mostly by state appropriations and the income from federal grants. As to scope and quality of instruction they compare favorably with corresponding institutions in most of the other states.[110]

IV. SCHOOL ENVIRONMENT AND EQUIPMENT

Buildings and Sites.—The county boards of public instruction are authorized and directed to provide, as far as practicable, suitable school buildings and grounds, together with proper apparatus, for all children of school age residing within their respective counties and desiring to attend the public schools therein.[111] The site for each school must be healthful and pleasant; conveniently located for the accommodation of all children entitled to attend; and contain at least one-half acre in the rural districts, and as nearly that amount as is practicable in the urban.[112] Should the school board of any county fail to supply such accommodations, the county forfeits its proportion of the state school-funds during such neglect.[113]

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[108] See Laws of Florida, 1921, Chap. 8550.

[109] For the powers and duties of this board see page 216, above.

[110] For this scope of instruction see pages 163–68, above.

[111] See Gen. Stats., Sec. 347, Paras. 2 and 5.

Upon the request of the county board of public instruction of any county, after an affirmative vote of the qualified taxpaying electors thereof, the board of county commissioners may contract debts to provide school buildings and grounds, and borrow money to discharge any debt incurred by the purchase of real estate for such purpose.[114] In addition, any special-tax school district, by a majority vote of its legal voters, at an election ordered by the county board of public instruction on petition of one-fourth of the voters of the said district,[115] may issue bonds for any exclusive use of its public schools.[116] However, if the bonds are for building purposes, the county board must, upon the recommendation of the school trustees of the district, perpare plans and specifications for the contract for constructing the same.[117]

Every teacher is directed to see that the school building in which he or she teaches, and all appurtenances belonging thereto, are not unnecessarily injured.[118] Whoever injures such property without cause may be punished by imprisonment of not more than one year or by fine of not more than five hundred dollars.[119] And whoever places any obscene word, image or device on such property may be imprisoned not exceeding fifteen days or fined not exceeding one hundred dollars; however, this does not apply to pupils subject to the discipline of the school.[120]

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[112] *Ibid.*, Sec. 347, Para. 4.

[113] *Ibid.*, Sec. 326.

[114] *Ibid.*, Sec. 324.

[115] Except when the district is located wholly or partially in cities of 25,000 population, or more, according to the recent federal census, in which case the petition may be dispensed with and the proposition of issuing the said bonds may be initiated by the county board of public instruction or by the trustees of the district, or by both bodies (see Laws of Florida, 1921, Chap. 8543).

[116] See Laws of Florida, 1913, Chap. 6542.

[117] See Laws of Florida, 1915, Chap. 6967.

[118] See Gen. Stats., Sec. 379, Para. 3.

[119] *Ibid.*, Sec. 3430.

[120] *Ibid.*, Sec. 3541.

All public-school buildings of two or more stories in height must be provided with adequate stairways or fire escapes by the board of public instruction of the county in which such building or buildings are located.[121] The state superintendent is directed to formulate and prescribe tactics of instruction for fire drills for all the public schools of the State, and each teacher is required to instruct the pupils of his or her school in such drills.[121]

Health Regulations.—There are five provisions looking to the promotion of the health of the pupils: (1) the school buildings must be located only in healthful places;[122] (2) they must be provided with sanitary toilets;[123] (3) a course of instruction in hygiene must be offered in the primary and intermediate grades;[124] (4) the teachers are directed to require all pupils under their control to observe personal cleanliness;[125] and (5) the state board of health is directed to make adequate provision for the physical examination of all school children in the State, every child being examined at least once each year.[126]

Textbooks.—The board of commissioners of state institutions, which is constituted a state textbook commission, is authorized and directed to select and adopt a uniform system of textbooks for the elementary and high schools of the State;[127] provided, however, that all books must first be submitted to a subcommission, which is composed of seven members appointed by the governor upon the nomination of the state superintendent of public instruction, and which is directed to examine all books submitted and to report on the same to the commission, indicating first choice, second choice, and on down to the fifth choice, for each subject; provided, further, that the said commission is authorized and directed to adopt one basal and not more than two supplementary texts on each high-school subject; provided, still further, that none of such textbooks shall contain anything of a partisan or sectarian character; and provided, still further, that all adoptions must be for eight years. Such books must be introduced and used as textbooks to the exclusion of all others in all public free schools of the State. However, supplementary books may be used, and books on a higher branch than those required by law; provided, that the supplementary books are prescribed by the commission, and that the higher branch is not taught to the exclusion of the required branches.

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[121] See Laws of Florida, 1909, Chap. 5937.

[122] See Gen. Stats., Sec. 347, Para. 4.

[123] See Laws of Florida, 1915, Chap. 6836.

[124] See Gen. Stats., Secs. 389–90.

[125] *Ibid.*, Sec. 379, Para. 2.

[126] See Laws of Florida, 1915, Chap. 6829.

[127] See Laws of Florida, 1917, Chap. 7374; Laws of 1921, Chap. 8500; also *supra*, pp. 175–78.

The county boards of public instruction are required to furnish free of cost the textbooks necessary for the use of all indigent children in their respective counties who are not over fifteen years of age; provided, however, that when the children reside in a special-tax school district the cost of such books must be charged against and paid for out of the funds credited to the district.[128]

V. The Teaching Staff

Examination and Certification.—No person is permitted to teach in any of the public free schools of the State who does not hold a valid teacher's certificate covering the subject or subjects taught. There are in all fifteen different forms which may be issued,—temporary, courtesy temporary, primary, third-, second-, and first-grade, special, state, life primary, life first-grade, life state, graduate first-grade, graduate special, graduate state, and life graduate state,—all of which are valid in any part of the State, and for the time specified, though any of them may be suspended or revoked by a county superintendent of public instruction, or by the state superintendent upon his own motion, or upon the recommendation of the state board of examiners, where the holder proves incompetent, unsuccessful or grossly immoral.[129] As has been stated earlier,[130] all examinations that are required for the issuance of certificates are conducted by the state board of examiners.

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[128] See Laws of Florida, 1911, Chap. 6163.

[129] See Laws of Florida, 1917, Chap. 7372; and Laws of 1919, Chaps. 7373, 7914, and 7942.

[130] See *supra*, pp. 192 and 217.

A temporary certificate may be issued without examination by the state superintendent of public instruction upon the request of a county superintendent in an emergency; provided, however, that it shall be valid only until the state board of examiners shall hold an examination within the county, or an adjacent county, in which the holder of the certificate is employed. A courtesy temporary certificate, valid for two months, may be issued by the state superintendent to any person holding a valid teacher's certificate issued in another state, when such holder is endorsed by the superintendent of the county wherein he or she has been employed to teach. A primary certificate, valid for four years in the first three grades of regular graded schools of four teachers or more, may be issued to persons who have received special instruction for at least one year in primary methods and practice teaching in a recognized normal school, or its equivalent, and passed an examination on the required branches. The third-, second-, and first-grade certificates, valid for one, three, and five years, respectively, may be issued to persons who have passed a satisfactory examination on the required branches. A special certificate, valid for teaching only the subject or subjects covered by it, and for a period of five years, is issuable to applicants who have shown ability in teaching one or more subjects not embraced in the requirements for a second-grade certificate, and made a grade of ninety per cent in an examination on all the subjects covered by the same. A state certificate, valid for five years, is issuable only to applicants who have had twenty-four months of successful experience in teaching, and made an average grade of eighty-five per cent, with none below sixty, in an examination on geometry, trigonometry, physics, botany, zoölogy, Latin, rhetoric, English literature, psychology, and general history. A life primary certificate, valid during the life of the holder in the primary department of any public school, may be granted to any holder of a valid primary certificate who has taught successfully under such certificate for a period of thirty-two months in the primary department of a regular graded school of not less than four teachers. A life first-grade certificate, valid for life, may be granted to any holder of a valid first-grade certificate who has taught twenty years in the public free schools of the State, the last ten being on first-grade certificates; or to any holder of two first-grade certificates, each with an average grade of at least ninety per cent and the last one valid, who has taught six years on the two certificates held; or to any holder of a first-grade certificate who has had such certificate extended three times by attendance at either of the state summer schools,[131] and has taught six years on the certificate held. A life state certificate of perpetual validity may be granted to any applicant who holds a valid state certificate, has taught successfully in a high school or college of the State for eighteen months on such certificate, and has the endorsement of three holders of life state certificates as possessing eminent ability both as a teacher and a disciplinarian. A graduate state certificate is issuable to graduates of the normal and collegiate departments of the University of Florida and the Florida State College for Women, and of any chartered college or university which meets the requirements of the state board of education and the state board of control; provided, that such graduates have taken three-twentieths of the work required for graduation in psychology and education, and during their junior and senior years made a general average of not less than eighty-five per cent on all subjects pursued and completed, with no grade below sixty.[132] Graduate first-grade, graduate special, and also graduate state certificates may be issued to persons who have graduated since June 15, 1905, from any standard university, college, or normal school requiring four years of work for graduation, and have had twenty-four months of successful experience in teaching since graduating, the form of certificate issued being determined by a commission consisting of the state superintendent and the president and dean of the normal department of the Florida State College for Women. And finally, a life graduate state certificate of perpetual validity may be issued without examination by the state superintendent to any teacher holding a graduate state certificate who has taught successfully in the State for twenty-four months on a graduate state certificate, and has the endorsement of three holders of life certificates as showing eminent ability in teaching and school government.

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[131] See page 191, above, for the provision in regard to the extension of certificates.

[132] However, in lieu of such time devoted to the study of psychology and education, twenty-four months' teaching experience in the public schools of the State may be accepted (see Laws of Florida, 1921, Chap. 8544).

By very recent legislation,[133] any applicant filing with the state superintendent a valid teacher's certificate from another state whose requirements are similar and fully equal to those of Florida are entitled to a Florida teacher's certificate of like grade, and the state superintendent is authorized and directed to issue the same; provided, first, that the certificate filed for substitution is equivalent to and not lower in grade than a Florida first-grade or state certificate; second, that the applicant presents satisfactory evidence of having graduated from an approved four-year high school, and, in addition, of having completed from two to four years' work in a standard college or normal school; and, further, that he or she furnishes satisfactory evidence of good moral character and of having taught successfully for twenty-four months, submits a health certificate signed by a reputable practicing physician, and pays a fee of five dollars. Such certificate is valid for teaching in any public school of the State for a period of three years from its date, but in no grade above the tenth unless the applicant has completed four years' work in a standard college or normal school, in which case it is valid for teaching in all the high-school grades. Moreover, all substituted certificates have all the rights and benefits as to life extension conveyed to the holders of similar certificates obtained by examination in the State, and are likewise subject to revocation. However, such certificates can be issued only to applicants from states which extend to Florida certificate holders these same privileges.

Appointment and Tenure.—The board of public instruction in each county is authorized and directed to appoint the teachers for every public free school of the county;[134] provided, however, that in special-tax school districts the trustees shall have the power to nominate the teachers;[135] provided, further, that in case of a vacancy in the teaching staff of any school between the regular meetings of the county board the county superintendent shall have the power to fill the same, subject to the ratification of the board at its next regular meeting;[136] that in case of a leave of absence, not exceeding three days, the teacher on leave may secure a substitute, subject to the approval of the principal, the county superintendent, the trustees, or the local supervisor;[137] and that in case of a leave of absence of more than three days a substitute shall be secured by the county board, the county superintendent, or the trustees;[138] and provided, still further, that no teacher shall be appointed for a term of service extending beyond his or her certificate.[139]

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[133] See Laws of Florida, 1921, Chaps. 8511 and 8542.

[134] See Gen. Stats., Sec. 347, Para. 6; and Regs. of St. Bd. of Ed., Reg. 8.

Salaries and General Duties.—The county boards of public instruction are also authorized and directed to contract with and pay the salaries of the teachers of their respective counties;[140] provided, however, that no board shall contract with or pay any person for services as a teacher who does not hold a valid teacher's certificate;[141] provided, further, that no board shall issue a warrant to any teacher unless his or her monthly report is made on the blanks furnished and according to direction;[142] and provided, still further, that a substitute teacher, if employed for not exceeding three days, shall be paid by the teacher whose place he or she has taken;[143] and if employed for more than three days, by the county board or the trustees;[144] and that all teachers absent without leave shall forfeit their pay during such absence, and also those absent on leave, if they are away over three days.[145]

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[135] See Gen. Stats., Sec. 408.

[136] See Regs. of St. Bd. of Ed., Reg. 24.

[137] See Gen. Stats., Sec. 381.

[138] *Ibid.*, Sec. 382.

[139] See Regs. of St. Bd. of Ed., Reg. 18.

[140] See Gen. Stats., Sec. 347, Para. 6.

[141] See Laws of Florida, 1917, Chap. 7372, Sec. 1.

[142] See Regs. of St. Bd. of Ed., Reg. 6.

[143] See Gen. Stats., Sec. 381.

[144] *Ibid.*, Sec. 383.

[145] *Ibid.*, Sec. 382.

The general duties of every teacher are as follows:[146] (1) to labor faithfully and earnestly for the advancement of the pupils in their studies and moral development; (2) to require the pupils to keep clean, observe good manners, and refrain from bad habits; (3) to see that the school property is not unnecessarily injured; (4) to enforce needful restrictions upon the conduct of pupils in the school building and on the grounds, but avoiding at all times unnecessary severity and measures of punishment; (5) to suspend pupils for ten days on account of gross immorality, misconduct, or persistent violation of the rules, giving immediate notice to the parents or guardians and to the local school supervisor; (6) to hold a public examination at the close of each term; (7) to commemorate Mother's Day[147] with appropriate exercises;[148] (8) to make a monthly report to the county superintendent of public instruction; (9) to deliver the keys and all school property to the supervisor on suspending or closing the school; and (10) to conform at all times to the regulations of the state department of education.[149]

Training and Supervision.—For the professional training of teachers the State maintains a normal school and college of education in both the state institutions of higher learning for the white race and a normal department in the one for negroes.[150] In addition, it maintains a summer school at each of the three higher educational institutions,[151] and helps to maintain a county teacher-training department in several of the high schools.[152] For the maintenance of these summer schools and teacher-training departments the State makes annual appropriations.[153]

There are also provisions for the supervisory oversight of the teachers. As we have seen, there are three state supervisors—one for the high schools and two for the elementary rural schools. These, of course, endeavor to supervise all the teachers of the type of work. For the most part, it is done by the county superintendents and the local school supervisors. However, there are a few counties which employ an assistant county superintendent to give additional supervision.

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[146] See Gen. Stats., Sec. 379.

[147] The first Friday in November of each year.

[148] See Laws of Florida, 1911, Chap. 6204.

[149] See Gen. Stats., Sec. 384.

[150] See *supra*, pp. 163–68 and 182.

[151] *Ibid.*, pp. 193–94.

[152] *Ibid.*, pp. 183–88.

[153] See Laws of Florida, 1917, Chaps. 7279 and 7371.

VI. REVENUE FOR THE SUPPORT OF PUBLIC FREE SCHOOLS

Sources of School Revenue.—The public free schools draw their support almost entirely from five sources — the interest on a permanent state school-fund, a state property tax, county and district property taxes, and poll taxes. The State has a permanent school-fund[154] which, at last report,[155] was $1,877,880. In addition, it levies an annual tax of one mill on the dollar of all taxable property therein.[156] The receipts from these two state sources in 1919–20 amounted to $427,507 — $68,338 from the former and $359,169 from the latter[157] — or about 7 per cent of the total income for that year.[158]

Each county is required to levy annually a tax of not less than three nor more than ten mills on the dollar of all taxable property in the same,[159] and a special capitation tax of one dollar upon each male inhabitant between twenty-one and fifty-five years of age who has not lost a limb in battle.[160] The receipts from these two county sources in 1919–20 amounted to $3,396,767 — $3,251,336 on property and $145,431 on polls[161] — or 54 per cent of the total income for schools.[158]

Furthermore, any special-tax school district, of which there were 883 at last report,[162] may levy an annual property tax up to three mills on the dollar;[163] and, if bonds have been issued for the exclusive use of public free schools, it may levy an additional tax up to five mills for the purpose of paying the interest on State. Moreover, each county makes some provision for this such bonds and of creating a sinking fund for the payment of the principal at maturity of the same.[164] Hence, a special-tax district may levy as much as eight mills on the dollar of all taxable property therein. In 1919–20 the revenue from district taxation was $1,419,130,[165] or 23 per cent of the entire school income.[166]

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[154] For its sources see Constitution of Florida, Art. XII, Sec. 4.

[155] See Bien. Rep. of Supt. of Pub. Ins., 1918–20, p. 40.

[156] See Constitution of Florida, Art. XII, Sec. 6.

[157] See Bien. Rep. of Supt. of Pub. Ins., 1918–20, p. 124.

[158] Excluding receipts from loans, bond sales, and balance on hand from school year 1918–19.

[159] See *Laws Relating to Education Enacted by the Florida Legislature of 1917 and 1919* (compiled by W. N. Sheats, State Superintendent of Public Instruction, 1919), p. 1.

[160] See Gen. Stats., Sec. 508.

[161] See Bien. Rep. of Supt. of Pub. Ins., 1918–20, pp. 120–21.

[162] *Ibid., p.* 122.

[163] See Constitution of Florida, Art. XII, Sec. 10; and Gen. Stats., Secs. 410–13.

The remainder of the revenue for the support of public free schools comes from quite a number of sources;[167] for example, dividends, interest on bank deposits and loans, sale of bonds, collections for payment of bonds, fines and forfeitures, and tuition of non-resident pupils.[168] In 1919–20 the revenue from these minor sources was $1,011,896,[169] or 16 per cent of the entire revenue.[166]

Apportionment of the School Revenue.—The annual income from the permanent school-fund, together with the annual state school-tax of one mill, is apportioned to the various counties[170] by the state superintendent of public instruction on the average daily attendance at school for the preceding year.[171] The moneys received from these two sources by the several counties, and also those raised or collected by them for school purposes, are disbursed in each county by the county board of education, as it sees fit, for the maintenance of the public free schools.[172] And the school funds of the special-tax school districts, which are derived, for the most part, from district taxes, are apportioned to the different educational purposes in each of the districts by the board of trustees thereof; provided, however, that it shall make a fair and equitable distribution of the same among all the schools under its supervision.[173]

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[164] See Laws of Florida, 1913, Chap. 6542; Laws of 1915, Chap. 6967; and Bien. Rep. of Supt. of Pub. Ins., 1912–14, p. 38.

[165] See Bien. Rep. of Supt. of Pub. Ins., 1918–20, p. 122.

[166] Excluding receipts from loans, bond sales, and balance on hand from school year 1918–19.

[167] These vary in the different counties.

[168] See Biennial Reports of County Superintendents; in Bien. Rep. of Supt. of Pub. Ins., 1916–18, pp. 547–769.

[169] See Bien. Rep. of Supt. of Pub. Ins., 1918–20, pp. 17 and 124.

[170] The apportionments are made semiannually.

[171] See Constitution of Florida, Art. XII, Sec. 7 (as amended in 1894); Gen. Stats., Sec. 142, Paras. 4–5; also *supra*, pp. 200 and 214.

[172] See Constitution of Florida, Art. XII, Sec. 9.

Local Bonds and Indebtedness.—As already stated,[174] the board of county commissioners of any county, after an affirmative vote of the legal voters thereof, and upon the request of the county board of education, is authorized to contract debts for the provision of school sites and buildings, and, if necessary, to borrow money for the payment of the indebtedness. In addition, when there is no money in the county school-fund for paying outstanding warrants, the county board of education is empowered to borrow money at not exceeding eight per cent interest to pay the same; provided, however, that it shall not borrow in any one year more than eighty per cent of the amount estimated by it to be required for the support of the schools.[175] In 1919–20 a total of $1,726,187 was borrowed by 49 of the 54 counties.[176]

Also, as stated above,[174] any special-tax school district may issue bonds for the exclusive use of public free schools; provided, however, that at least twenty-five per cent of the resident qualified electors of the district shall first petition the county board of education for the privilege of issuing such bonds, setting forth in their petition the amount of bonds desired and the purposes thereof; provided, further, that the county board shall determine the amount of bonds required, the rate of interest to be paid thereon, and the time when the principal and interest shall become due; and provided, still further, that a majority of the votes cast at the election ordered by the board shall be in favor of the bond issue. In 1919–20 the sum of $936,331 was raised by this means.[177]

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[173] See Gen. Stats., Sec. 409.

[174] See page 240.

[175] See Laws of Florida, 1915, 6828.

By an act approved May 21, 1921, the county board of education is empowered also "to issue and sell interest-bearing coupon warrants in a sum or sums not to exceed the total amount of such outstanding and unpaid school warrants, notes, or other evidences of debt"; provided, however, that such interest-bearing coupon warrants shall bear interest at a rate not to exceed eight per cent, and shall be issued to run for more than twenty years (see Laws of Florida, 1921, Chap. 8548).

[176] See Bien. Rep. of Supt. of Pub. Ins., 1918–20, p. 124.

Care of the School Revenue.—The educational funds of the State are entrusted to the state board of education.[178] The state treasurer, who is also the treasurer of the board, is authorized and directed to keep a record of the amount of money apportioned to and received by the different counties from these sources;[179] and all officers having moneys which by law belong to such funds are required to pay the same to the said treasurer.[180]

Prior to 1917 the school funds of each of the counties were entrusted to the county treasurer, who was also the treasurer of the county board of public instruction. But in 1915 a law was passed providing for abolishing this office in January, 1917, and designating the banks of the several counties as depositories for the county funds.[181] To qualify as a depository a bank must (1) file with the board of county commissioners or the county board of public instruction, or both, a written guarantee to pay the same two per cent per annum on all daily balances of more than two thousand dollars, and four per cent per annum on deposits for three months or longer, and (2) give a surety bond, or make satisfactory deposit to the credit of the county, in an amount as may be determined by the boards, to be approved by the state comptroller, and conditioned upon the safe-keeping, accounting for, and paying out on demand by proper authority all moneys that may come into its possession. The board of commissioners and the school board are required to divide the funds under their care and control equally among the banks which have met these conditions; and in case there is none, among those of some other county. All persons receiving or collecting any money payable to the county funds, and not otherwise provided for, are required to pay the same to the bank or banks which have qualified as county depositories. Each bank acting as a depository shall receipt in triplicate for any money coming into its possession — one copy to be kept by it, one to be given the person, and one the board, from whom the money has been received. It shall also keep two separate accounts for each board— one for daily balances and one for time deposits. The boards must keep an accurate record of the amount on hand, the amount received, the amount spent, and the balance at the end of each month for every fund carried by them, and never draw a check or warrant in excess of the daily balance account. All moneys drawn from any depository must be upon checks or warrants signed by the chairman of the board issuing the same, and attested by the clerk or secretary of the said board with the corporate seal thereof affixed. Each bank is directed to file at the end of every month with the board or boards for which it is a depository a report regarding the funds placed therein. Each board is also directed to prepare and publish a monthly statement in regard to the funds under its control. And finally, all accounts, both of the banks and the boards, shall at all times be subject to the inspection and examination of the county auditor, the state auditor, and the state comptroller, or persons designated by him.

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[177] See Bien. Rep. of Supt. of Pub. Ins., 1918–20, p. 124.

[178] See Constitution of Florida, Art. XII, Sec. 3; and Gen. Stats., Sec. 336, Para. 2

[179] See Gen. Stats., Sec. 319.

[180] *Ibid.*, Sec. 321.

[181] See Laws of Florida, 1915, Chap. 6932.

CHAPTER XI

RETROSPECTION AND FORECAST

I. PUBLIC EDUCATION IN RETROSPECT

The outline of the present public-school system which has just been given, together with the account of the growth of public education in the preceding chapters, serves to show how far the State has progressed in educational ideals and practices, and affords many reasons for encouragement. Let us indulge for a while in retrospect, and notice the main characteristics of its educational experience.

First Attempts at Public Education.—Prior to 1845, while Florida was still a territory, there were several efforts toward public education, the most important perhaps being the enactment of legislation in 1839 looking to the establishment of public schools. However, no centralized control was provided. There was also practically no provision for their support other than the income accruing from the federal land grants, and in most instances this was "shamefully neglected or criminally squandered" by those authorized and directed to care for and control the same. Consequently, very few schools were established, the principal result being to arouse the people to a slight appreciation at least of the value of public education.

Beginnings of the Public-School System.—During the period 1845–60, a number of attempts were made in the direction of providing a system of schools for the entire State, the chief ones being as follows: the creation of a state school-fund; the authorization of a county school-tax, the maximum amount levied being four dollars for each child of school age; the provision for an ex officio state superintendent of schools, also an ex officio superintendent and board of education for each county, and for three trustees in each school district; the establishment of two seminaries, which had as their main object the training of teachers. As a result, considerable progress was made, especially in establishing free public schools, in getting the children to attend, and in awakening popular interest in education. Had it not been for the Civil War, this progress would doubtless have continued. As it was, practically all public-school efforts were brought to an end.

Inauguration of the Present System.—The present educational system of Florida was inaugurated under the constitution of 1868 and the school law of 1869, the principal provisions of which being the following: the creation of a permanent state school-fund; the provision for an annual state school-tax of one mill on the dollar of all taxable property; the requirement that each county should raise for the support of schools not less than half the amount apportioned to it from the state school-fund; the appointment, by the governor, of a state superintendent of public instruction; the provision for a state board of education, consisting of the superintendent, secretary of state, and attorney general; the appointment, by the governor and the state board of education, respectively, of a superintendent and board of public instruction for each of the counties; the appointment, by the different county boards, of not more than five trustees for each school district; the examination of teachers by the county boards of public instruction, the certification of them by the county boards and the state superintendent, and the appointment of the same by the county boards on the approval of the local trustees; the requirement that negro children should be given educational advantages equal to those of the white, and that every county should maintain a school or schools for not less than three months in each year in order to receive its part of the state revenue for the support of free public schools.

Progress of the System, 1868–84.—Considering the inimical conditions under which the present public-school system was created, the chief ones being the apathy and poverty of the people and the lack of competent teachers and suitable school plants, the progress thereof from the very first was rather encouraging. By 1884 all the educational hindrances had been partially overcome; a county school-tax ranging from two and one-half to four mills on the dollar of all taxable property had been required by law; a few high schools and 1,504 common schools had been established; the average length of the school term had been increased to 82 days, and the average daily attendance to about 43 per cent of the school population; county teachers' institutes of one or more days in length, teacher-training courses in most of the secondary and some of the best elementary schools, a normal department in both the seminaries, and a colored normal school of one month's duration had been organized; a state college, and also a school for the blind and deaf-mutes, had been inaugurated. In other words, Florida had laid the foundation at least for a real system of universal education.

Reorganization and Advancement, 1884–92.—During the years from 1884 to 1892, inclusive, there were several changes in the public-school system, the chief of which being as follows: the addition of the governor and state treasurer to the state board of education; the election of the state and county superintendents of public instruction by the qualified voters; the reduction in the number of members in the several county boards of education, the limit being reduced from five to three; the adoption of the county unit of organization for the administration of schools; the appointment, by the various county boards, of one supervisor for each school to take the place of the old local school-board of five members; the provision for special-tax school districts, and for the election of three school trustees for each district; the authorization of a district school-tax of three mills, and also the requirement of a county school-tax of from three to five mills, on the dollar of all taxable property; the requirement that the county boards of education should prepare the elementary courses of study in their respective counties; the delegation to them of the sole authority in the appointment of teachers; and the provision for county high schools and two state normals.

During this period there was also considerable advancement in public education. For example, the annual free-school expenditure was nearly doubled, this increase being much greater than that of the total population or the wealth of the State; a few additional high schools and 270 common schools were instituted; the average length of the school term was increased to approximately 100 days, and the average daily attendance to about 46 per cent of the school population; better and more adequate school plants were provided, the total value of the school property being increased more than 150 per cent; more suitable curricula were offered; a larger and more efficient teaching force was secured; two state normals — one for white and one for negro students — were inaugurated; and the four state educational institutions already established — the two seminaries, the state college, and the school for the blind and deaf-mutes — were considerably improved.

The Educational Awakening, 1892–1921.—But since 1892 there have been some very important changes in the school system of the State, the principal ones being: the appointment, by the state board of education, of a state board of examiners, which has almost complete control in the matter of examining and certificating teachers; the election of the county school-board members by popular vote; the fixing of the maximum county school-tax at ten instead of seven mills on the dollar; the authorization of an additional district school-tax of five mills on the dollar whenever bonds have been issued for the exclusive use of public schools; the apportionment of the state free-school revenue to the different counties on the school-attendance rather than the school-population basis; the provision of compulsory school-attendance for all children of the State between seven and sixteen years of age; the adoption of uniform textbooks for the elementary and high schools; the furnishing of free textbooks, by the county boards of education, to indigent children of their respective counties; the adoption of the uniform elementary- and high-school courses of study formulated by the state department of education; the provision for medical inspection of school children; the providing of better facilities for the training of teachers; the inauguration of state elementary- and high-school supervision; the promotion of the teaching of vocational education; the provision for two state reform schools — one for boys and one for girls; the authorization of the county boards to establish and maintain kindergartens; the merging of all the institutions of higher learning into two, — one for men and one for women — and placing them under the direction of a state board of five members.

Since then there has also taken place a remarkably rapid advance along all educational lines. More efficient school officers and teachers have been secured; the annual free-school expenditure has been increased 1,192 per cent, this increase being more than ten times as fast as that of the school population; the number of common schools has been considerably augmented, and one or more good high schools have been established in every county; the average length of the school term has been increased to 133 days; more suitable school plants have been provided; the elementary- and high-school curricula have been made much broader and richer; and all the state educational institutions — the school for the blind and deaf-mutes, the two reform schools, and the three institutions of higher learning — have been greatly improved.

Some Results Actually Achieved since 1877.—As pointed out, there has been a constant progress in public education ever since the inauguration of the present system. However, since 1877 — the year following the close of the reconstruction government in Florida — this progress has been quite marked. The six sets of figures given in Table XXVIII, below, reveal in a convincing manner some of the achievements.

II. Public Education in Prospect

For this rapid progress in public education, especially during the last two decades, the Floridians may well congratulate themselves, and from it gather courage. However, they should not fail to take cognizance of the fact that there are still many hard, though glorious, educational tasks which lie before them, a few of which we shall notice.

Some Unfinished Tasks.—In 1917–18 — the latest year for which statistics of the various state school systems are available — the per cent of the children in the United States from 5 to 18 years of age enrolled in public elementary and secondary schools was 75.3, while in Florida it was 72.9; the per cent in daily attendance was 56.2 and 50.9, respectively; the number attending daily for each 100 enrolled, 74.6 and 69.9; the average number of days the schools were in session, 160.7 and 130; the average number of days attended by each child from 5 to 18 years of age, 90.2 and 66.2; the average number of days attended by each child enrolled, 119.8 and 90.9; the per cent

TABLE XXVIII

Some Achievements in Public Education Since 1877[1]

	1877–1878	1887–1888	1897–1898	1907–1908	1917–1918	1919–1920
Number of public free schools taught in the State	992	2,249	2,538	2,457	2,965	2,609
Number of teaching positions filled	970[a]	2,413	2,792	4,084	5,992	6,651
Per cent of school population enrolled in school	50	72	71	62	66	70
Per cent of school population attending school daily	33	47	48	44	47	54
Per cent of school enrollment attending school daily	65	65	68	70	70	74
Average days attended by each child of school age	29	47	50	48	61	72
Average number of days schools were kept open	78	100[b]	104	108	130	133
Per cent of pupils in the first five grades	.....[c]	.....[c]	94.26	82.74	77.34	77.36
Per cent of pupils beyond the fifth grade	.....[c]	.....[c]	5.76	17.26	22.66	22.64
Average expenditure per capita of total population	$0.65	$1.34[d]	$1.58	$2.50	$4.90	$7.24
Average expenditure per capita of school population	$1.85	$4.26	$4.82	$7.05	$15.43	$22.65
Average expenditure per child enrolled in school	$3.65	$5.88	$6.78	$11.76	$24.63	$31.10
Average expenditure per child in average daily attendance	$5.64	$9.11	$9.96	$16.68	$35.23	$42.25
Average expenditure per teaching position filled	$139.05[e]	$200.62	$263.94	$387.87	$807.10	$1,052.95
Average monthly salaries of teachers	$26.36[f]	$29.34[g]	$33.73	$44.69	$60.72	$79.80

[a] The number of teachers employed (see Rep. of U. S. Com. of Ed., 1877–78, p. 37); no data as to the number of positions they filled.

[b] In 1889–90; no data for 1887–88.

[c] No data.

[d] Approximately.

[e] Per teacher employed; no data as to the number of teaching positions filled.

[f] In 1876–77; no data for 1877–78.

[g] In 1884–85 (see Rep. of U. S. Com. of Ed., 1884–85, p. 46); no data for 1887–88.

[1] This table has been prepared almost entirely from figures given in preceding tables.

of the total school enrollment in secondary schools, 9.3 and 5.4; the per cent of rural-school buildings having only one room, 76 and 80; the value of all school property for each pupil enrolled, \$95.12 and \$54.06; the average expenditure, for current expenses, per pupil enrolled, \$30.91 and \$18.82; the average expenditure, for current expenses, per pupil attending daily, \$41.45 and \$26.93; and the average annual salary for teachers, \$635 and \$383.[2]

The figures for that year also show that there were 32 states with a larger per cent of the children between 5 and 18 years old enrolled in public elementary and secondary schools than Florida had; 35 with a larger per cent of them in daily attendance; 31 with a larger number attending daily for each 100 enrolled; 43 with a longer school term; 42 with a larger average number of days attended by each child between 5 and 18 years old; 41 with a larger average number of days attended by each child enrolled; 37 with a larger per cent of the total school enrollment in secondary schools; 27 with a smaller per cent of one-room rural school buildings; 35 with a larger amount of money invested in school property for each pupil enrolled; 35 with a larger average expenditure, for current expenses, per pupil enrolled; 35 with a larger average expenditure, for current expenses, per pupil attending daily; and 40 with a larger average annual salary for teachers.[3]

Furthermore, during that year, the number of public free schools in Florida for negro children was only 837, or less than 30 per cent of the total number,[4] though the negro children of school age[5] constituted nearly 40 per cent of the total school population. The per cent of the negro school population enrolled in the public elementary and secondary schools was only 50; and the per cent in daily attendance, 35. The average length of the school term was but 102 days; the average number of days attended by each negro child of school age, 35.7; and the average number of days attended by each 100 enrolled, 71.4. The number of negro teachers employed was but 1,288, or about one-fifth of the total number; and nearly one-half of these held only third-class certificates, representing preparation less than that usually given in the eighth grade. The value of the negro school property was only $725,457, or less than 7 per cent of the total value. The amount spent for negro education was but $443,600, this being about 5 per cent of the total expenditure, and but $3.59 for each negro child of school age. And finally, the average annual salary for negro teachers was only about $181.[6]

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[2] For the figures of this paragraph see Bull. of U. S. Bu. of Ed., 1920, No. 11, pp. 8, 10, 14, 42, 46, 47, 67, 69, and 108.

[3] For the figures of this paragraph see Bull. of U. S. Bu. of Ed., 1920, No. 11, pp. 8, 10, 14, 42, 46, 47, 67, 69, and 108.

[4] There were but 4 negro high schools, the total enrollment of which was only 226 (see Rep. of U. S. Com. of Ed., 1917, II, 613).

[5] From 6 to 21 years.

As is patent from the three foregoing paragraphs, there is yet much to be done before it can be said that Florida has one of the best public-school systems in the United States.[7] The facts stated therein show that there are indeed some grave educational tasks confronting the people of the State.

A Promising Future.—But in spite of its many shortcomings, public education in Florida has, as Dr. W. N. Sheats has said,[8] "a most gratifying outlook." In fact, there is probably no department of historical life that is capable of giving the people as great encouragement to take a hopeful view of the future as the history of their public-school system. A backward glance over the way along which public education has come reveals three progressive features that have been more or less prominent from the beginning: first, the extension of centralized control; second, the humanization of the curricula; and third, the expansion of the public-school system in ever-widening circles of the population. Judging from these and other evidences of advance, particularly during the last few years, and also from the increase in the school funds, the recent growth of popular interest in the schools, and the progressive educational legislation recently enacted, there is every reason to believe that a new era of educational prosperity has dawned, and that within the next quarter of a century or less Florida will rank among the leading states of the Union in matters of public education.

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[6] The figures of this paragraph are found in tables xiii, xiv, xvii, xviii, xxv, and xxvi, on pages 113, 116, 173, 180, 197, and 199, above, or computed from the figures found therein.

[7] In 1917–18 three-fourths of the states, according to an investigation by Dr. Leonard P. Ayres, had a more efficient public-school system (see his *An Index Number for State School Systems*, p. 49).

[8] See Bien. Rep. of Supt. of Pub. Ins., 1916–18, p. 18.

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INDEX

Academies, early, 12–13; statistics (1840, 1850, 1860), 27. *See* Private schools.
Administration of schools, 24–26, 63, 65, 90–92, 210–11.
Administrative control and supervision, general, at present, 213–24.
Administrative unit, 63, 92, 221.
Age limits, 224.
Agricultural education, 106, 107, 147–48, 164.
Agricultural experiment station, 157, 164.
American Annals of Education and Instruction, 2, 3, 4.
American Journal of Education, 29 note, 30 note, 31 note.
Attendance, school, number, 27, 77, 108, 112, 113, 258; place, 226.
Apportionment of school funds. *See* School funds, apportionment.

Bartoff, John F., 67.
Beard, John, 18, 22.
Beecher, Charles, 49, 56, 69, 77.
Benevolent associations, work of, 29, 33, 50, 51, 54.
Bennett, H. E., 126, 181.
Bibliography. *See* References, list of.
Blind and deaf-mutes, school for, 104–06, 149–50, 238.
Blount, W. A., 126.
Bloxham, Governor, 88 note, 104.
Board of commissioners of state institutions, 176, 241.
Bonds and indebtedness, local, 250–51.
Buckman Act, 162, 182.
Buildings, grounds, and equipment, 65–67, 92–94, 170–72, 239–41.

Caldwell, William, 105.
Call, Governor, 7.
Cater, Edwin P., 97, 154.
Cawthon, W. S., 195 note.
Census, school, 60–61, 211, 224–25.
Chase, C. Thurston, 29, 46, 47, 49, 50, 51, 53, 56, 69.
Civil War, public education during, 28.
Commercial education, 140–41.
Commission for preparation of state curriculum, 118.
Compton, John C., 170.
Compulsory attendance, 112, 114, 227–29.
Conference of county superintendents and other school officers state, 38, 92, 112, 126, 214.
Consolidation of schools, 229.
Consolidation of special-tax school-districts, 222–23.
Constitution of 1845, educational provisions, 15–16; of 1868, 34–36, 47–48; of 1885, 79–84, 109.
Corley, Hugh H., 27.
County boards of public instruction, 20, 33, 39–40, 48, 52, 61, 63, 85, 91–92, 210–11, 219–21.
County superintendents of public instruction, 17, 20–21, 32, 40, 48, 52, 59, 62–63, 82–83, 92, 211, 218–19.
Courses of study, 67–69, 94–95, 115–21, 122, 123–31, 230–37.
Crenshaw, A., 67, 71.
Cushman, Miss Lucy C., 216 note.

Daily Herald, 83.
Davis, Miss Lumie B., 151 note.
Day, school, meaning of, 227.
DeLand, H. A., 101 note.
Denominational schools, 100–101.
Districts, school. *See* School districts.
Drew, Governor, 59, 63.

Eagan, Superintendent, 71.
East Florida Seminary, 51, 74–75, 97, 102, 153–54, 158.
Eaton, John, 46.
Education in other states, influence of, 209–10.
Education in the Territory, condition of, 3.
Educational administration and supervision, improvement in, influence of, 210–11.

Educational campaigns, 112, 114.
Educational legislation, early, 5–9; first, for establishment of schools (1839), 8; of 1849, 16–18; of 1853, 19–22; of 1869, 36–46; of 1889, 84–88, 109–10; a factor in the public-school awakening, 205–06.
Educational organization, under constitution of 1868, 35–36; under school law of 1869, 37–41; (1868–84), 58–63; under school law of 1889, 84–88; (1884–92), 90–91.
Educational progress, evidences of (1868–84), 76–78.
Educational status of pupils (1892–1920), 113; (1877–1920), 258.
Emerson, J. C., 66.
Enrollment, school, 12 note, 27, 77, 108, 112, 113, 124, 258.
Environment and equipment of schools, under school law of 1869, 41–42.
Expenditures, school, 56, 89, 124, 198, 199, 258.

Farm-demonstration agents, 148.
Federal aid, 1, 5, 9 note, 16, 50, 54, 55, 152, 153, 156, 158 note, 208.
Felkel, Henry N., 71, 97, 105.
Five percent fund, 18.
Florida Agricultural College, 98–99, 155–58, 159–61.
Florida Agricultural and Mechanical College for Negroes, 167–68, 194 note.
Florida Association for the Promotion of the Education of the Deaf and Blind, 106.
Florida Conference College, 101 note.
Florida Education Society, 1–2, 4.
Florida Industrial School for Boys, 150–51.
Florida Industrial School for Girls, 151.
Florida Normal and Business Institute, 101.
Florida State College for Women, 165–67, 182, 194.
Florida University, 157.
Foster, Eleazar K., 49, 56, 61, 67, 69, 76, 104.
Franklin County School, 12.
Freedmen's Bureau, 30, 55.
Free textbooks, 178–79, 242.
Future, promising, 260.

General Education Board, 163 note, 194–95, 208.
Gibbs, Jonathan C., 49, 56, 67.
Graham, John A., 97.
Graves, John Temple, 83.
Gray, Charles H., 177.
Guilliams, J. M., 100 note.
Guisinger, Jos. E., 182.

Haisley, William P., 49, 56, 61, 62, 68, 74, 75.
Halliday, S. F., 66, 71.
Holloway, W. M., 212.
Hatch Act, 157, 208 note.
Haynie, E. A., 216 note.
Health conditions, 172, 174–75, 241.
Higher and professional education before 1892, 152–58; (1892–1905), 158–62; since 1905, 162–68, 239.
High-school commission, 126–27.
High schools, 102–04, 121–39; classification, 132 note; courses of study, 123, 125–31; enrollment, 124; expenditures, 124; number, 122, 123, 124; on Florida accredited list, 131–35; on Southern accredited list, 135–39; value, 122, 123, 124. *See* Secondary education.
Hindrances to universal education (1868–84), 53–76.
Home-demonstration agents, 144.
Home-economics work, 106–08, 140, 143–47, 166.
Holidays, school, 227.
Horne, W. T., 177.

Industrial education, 107–08, 140, 141–43, 164, 165.
Inspectors, school, state, 194–96, 217–18.
Isler, H. H., 177.

Jasper Normal Institute, 100 note.
Journals, educational, 196.

Kindergartens, 151–52, 238–39.
Kost, John, 157 note.

Laws, school. *See* Educational legislation.
Leadership, educational, a factor in the public-school awakening, 211–12.
Lynch, George M., 195.

McClane, Frank E., 151 note.
McDonald, Miss Christian, 195 note.
McLin, Samuel B., 49, 56, 62, 64, 70–71, 73, 76.
Manual-labor school, Tallahassee, 3–5.

Mayo, A. D., 13.
Military training, 237.
Monroe County School, 12.
Month, school, meaning of, 227.
Moore, Marshall, 177.
Morrill Fund, aid from, 156, 158 note, 208.
Moseley, Governor, 11, 16
Murphree, A. A., 163.

Nashville University, 74, 97.
Negro education, before 1865, 29; legal provision for, in 1866, 29–30; schools, 30–31; statistics of (1865–68), 31.
Normal schools, 75, 81, 97–98, 99–100, 158, 181.

Officers, school, present, 213.
Orange College, 101 note.
Organization, educational. *See* Educational legislation.

Part-time schools, 239.
Peabody Educational Fund, 55, 73, 74, 97, 193 note, 209.
Perry, Governor, 88 note
Philips, Shelton, 195 note, 216 note.
Popular interest in education, 26–27, 57, 90, 203–05.
Population, school, 23–24, 27, 77, 108, 113.
Population, total, 72, 108, 202.
Population, white (1850), 22 note
Price, T. W., 171.
Private appropriations, 30, 50, 52, 54, 104, 153, 154, 163 note, 208.
Private schools, 51, 100–102. *See* Academies; *also* Denominational schools.
Property, assessed value of, 90, 202.
Property, school, value of, 68, 93, 122, 123, 124, 173.
Prospect, 257–60.
Public education, first attempts at, 1–14, 253; gains to (1822–45), 11–13; in 1868, 49–50.
Public school, rise of, 1–33.
Public Schools, classification of, 229–30; number of, 12 note, 27, 68, 93, 116, 123, 124, 131, 139, 258.
Public-school awakening (1892–1921), 111–201, 256–57; some factors favoring, 202–12.
Public-school system, beginning of, 15–33, 253–54; results of (1845–68), 22–28; work of (1868–84), 49–78, 254–55; progress of (1884–92), 79–110, 255–56; results since 1877, 257, 258.
Public-school system, present, establishment of, 34–48, 254; extent of, 229; outline of, 213–52.

Quigley, T. H., 216 note.

Reed, Governor, 29, 36.
References, list of, 261–65.
Reform schools, 150–51, 238.
Retrospect, 253–60.
Revival, educational, under Chase (1868–70), 50–53.
Rollins College, 101 note.
Russell, Albert J., 49, 56, 76, 84, 88, 93, 97, 105, 107, 108, 109.

St. Johns Conference College, 101 note.
St. Johns and Mosquito counties, educational status of, 2–3.
St. Johns and Mosquito County Society, 2.
St. Petersburg Normal and Industrial School, 140, 141, 144, 161–62, 182.
School-attendance officers, 223–24, 225, 228.
School districts, 81, 82; special, 86, 222.
School-fund, county, 80, 228 note.
School-fund, state, amount, 56, 89; composition, 18, 19, 32, 34–35, 54, 80; first established (1848), 16; income, 19, 24–25, 52; provision for investing, 18–19, 32, 79, 251; spent during Civil War, 50.
School funds, apportionment of, 17, 18, 19, 20, 35, 36, 38, 45, 80, 200, 214, 249–50; present sources, 248–49; provision for safe-keeping, 37, 39, 80, 251–52.
School-improvement associations, 114.
School laws. *See* Educational legislation.
School records and reports, county, 59, 92.
School statistics (1840, 1850, and 1860), 27; (1869–84), 56, 59, 60, 68, 77; (1884–92), 89, 91, 93, 96, 108; (1892–1920), 113, 116, 124, 138, 173, 180, 185, 187, 188, 196, 197, 199, 204; (1877–1920), 258.

School supervision, county, 211; local, 85–87, 211, 221, 223; state, 163, 194–96, 218.
School system, legal organization of, in 1845, 10–11.
School taxation, county, 19, 25, 26, 32, 35, 36, 52, 56–58, 80, 81, 87, 90, 198, 200, 203–05, 248; district, 81, 82, 87, 198, 204, 248–49; state, 35, 36, 39–40, 80, 81, 248.
School term, length of, 77, 108, 113, 197, 226, 258; meaning of, 227; time of, 226.
School treasurer, county, 61–62, 86; local, 8; state, 37, 85, 214.
School trustees, local, 8–9, 10, 14, 16, 20, 21 note, 32, 41, 81, 82, 86–87, 223.
Secondary education, extension of, 121–22; means for extending, 122–23; present advantages, 131–39; in school law of 1869, 44; in school law of 1889, 85.
Seminary fund, 15, 50, 52.
Seminary lands, 15, 152.
Separate schools for negroes, 81, 83, 225.
Sheats, W. N., 83 note, 97, 99, 102, 106, 117, 121, 122, 171, 175, 186, 195, 198, 200, 212.
Sixteenth-section lands, 1, 5–9, 11–12, 16.
Skipworth, J. L., 101.
Slater Fund, 107.
Smith-Hughes Act, 215.
Smith-Hughes Fund, aid from, 142 note, 145 note, 208.
Smith-Lever Act, 164.
Smith-Lever Fund, aid from, 168, 208 note.
South Florida Military College, 161.
Southern Education Board, 195, 208.
State aid, 18, 19, 50, 80, 81, 97 note, 101, 104, 161–62, 181–82, 183, 186, 193–96, 206–09, 238, 248.
State board of control, 193, 216–17.
State board of education, 35, 36, 37–38, 47, 48, 79, 82, 85, 183, 214–15.
State board of examiners, 217.
State board for vocational education, 215–16.
State Normal College for Colored Students, 99, 100, 102.
State Normal College for White Students, 99–100, 102.
State superintendent of public instruction, 17, 20, 32, 34, 38–39, 47, 59, 79, 82, 213–14.
State superintendents of public instruction (1868–84), 49, 56.
Stearns, Governor, 67.
Summer schools, 164, 166, 168, 192–94, 196.
Supervision, school. *See* School supervision.
Support of schools, 19, 24–26, 34–35, 36, 44–46, 53–58, 80–82, 87, 88–90, 197–200, 248–50.
Surplus revenue, 9 note.
Suspension from school, 226.
System of instruction, under school law of 1869, 43–44; (1884–92), 102–09; since 1892, 111–69.

Taxation, school. *See* School taxation.
Teachers, appointment, 21, 39, 85, 220, 245–46; duties and powers, general, 43, 247; examination and certification, 17, 39, 42, 95 note, 188–92, 217, 242–45; experience, 180; number, 96, 116, 122, 123, 124, 180, 258; qualification, 72–73, 95–96, 122, 123, 124, 180; tenure, 245–46; training, 73–76, 96–102, 179–88, 192–96, 247.
Teachers' associations, county, 113, 192; state, 113, 192, 196.
Teaching force, under law of 1869, 42–43; (1868–84), 72–76; (1884–92), 95–102; since 1892, 179–97.
Teachers' institutes, 75–76, 192–93.
Teachers' salaries, 77, 197, 258.
Teacher-training departments, county, 183–88; in non-state schools, 100–102, 188; in the state institutions, 163, 164, 165, 167.
Terrell, Park, 104.
Textbook commission, state, 176–78, 241–42.
Textbook sub-commission, 176, 178, 241.
Textbooks used, 69–72, 175–79, 241–42.
Thackston, John A., 195 note.
Transportation of pupils, 112, 113–14, 116, 229.
Treasurer, school. *See* School treasurer.
Turner, R. L., 195 note.

Unfinished tasks, 257–60.
Uniformity of textbooks, 70–72, 175–79, 241–42.
University of Florida, 159, 162–65, 182, 194.

Vocational education, 106–07, 140–49, 164, 167, 168, 215–16, 237.

Walker, David S., 23, 25, 26, 31.
Wentworth, James H., 66.
West Florida Seminary, 51, 74–75, 97, 102, 154–55, 158–59.

Year, school, meaning of, 227.